

U. S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Social Security Administration

Social Security Bulletin



July 1959

Volume 22

Number 7

Civil-Service Retirement Program, 1959

Canada's Federal-Provincial Program of
Hospitalization Insurance

THE SOCIAL SECURITY BULLETIN is the official monthly publication of the Social Security Administration. Calendar-year data for each year 1939-48 were published in the SOCIAL SECURITY YEARBOOKS and, beginning with data for 1949, in the ANNUAL STATISTICAL SUPPLEMENTS to the BULLETIN. (The SUPPLEMENTS with data for each year 1949-54 were included in the September BULLETIN, 1950-55; beginning with 1955 data, the SUPPLEMENT is a separate publication.) Statements in BULLETIN articles do not necessarily reflect official policies of the Social Security Administration.



The BULLETIN is prepared in the Division of Program Research, Office of the Commissioner, Social Security Administration, under the editorial supervision of Josephine Merican and Angela Murray, Associate Editors. Suggestions or comments concerning the BULLETIN should be addressed to the Division of Program Research. The BULLETIN is planned with the advice and aid of an editorial advisory committee representing the units of the Social Security Administration.

Editorial Advisory Committee

Ida C. Merriam, *Chairman*

William E. Allen Thomas Hutton
Alvin M. David Helen R. Jeter
Lavinia Engle Dorothy Lally
Phyllis Hill Ellen McGuire

Robert J. Myers

James H. Scull

Ben H. Thompson



The *Social Security Bulletin* is for sale by the Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C.

Price: \$2.75 a year in the United States, Canada, and Mexico; \$3.50 in all other countries; single copies, 25 cents. Price of the *1955 Supplement*, 40 cents; *1956 Supplement*, 45 cents; *1957 Supplement*, 50 cents.

Use of funds for printing this publication has been approved by the Director of the Bureau of the Budget (October 8, 1956).

NOTE: Contents of this publication are not copyrighted; any items may be reprinted, but citation of the *Social Security Bulletin* as the source is requested.

Social Security Bulletin



July 1959

Volume 22

Number 7

In this issue:

	Page
<i>Social Security in Review:</i>	
Program operations.....	1
Advisory Committee on Conference on Aging.....	22
<i>Civil-Service Retirement Program, 1959, by John P. Jones..</i>	3
<i>Canada's Federal-Provincial Program of Hospitalization Insurance, by Agnes W. Brewster.....</i>	12
<i>Notes and Brief Reports:</i>	
1959 amendments to the Railroad Retirement Act.....	16
Recent Publications.....	20
Current Operating Statistics.....	21

U. S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

ARTHUR S. FLEMMING, *Secretary*

SOCIAL SECURITY ADMINISTRATION

WILLIAM L. MITCHELL, *Commissioner*

GEORGE K. WYMAN, *Deputy Commissioner*

Bureau of Old-Age and Survivors

Insurance

VICTOR CHRISTGAU, *Director*

Bureau of Public Assistance

JAY L. RONEY, *Director*

Children's Bureau

KATHERINE B. OETTINGER, *Chief*

Bureau of Federal Credit Unions

J. DEANE GANNON, *Director*

Division of Program Research

IDA C. MERRIAM, *Director*

Division of the Actuary

ROBERT J. MYERS, *Chief Actuary*

Appeals Council

JOSEPH E. McELVAIN, *Chairman*

Social Security in Review

Program Operations

MONTHLY benefits were being paid under old-age, survivors, and disability insurance at the end of April at a monthly rate of \$790.2 million. Almost 13.0 million persons were receiving these benefits — 140,000 more than at the end of March. The increases in April, however, for all types of monthly benefits except mother's and child's benefits were slightly smaller than in March.

Since January 1959, when benefit increases under the 1958 amendments became effective, the average monthly amounts for all types of benefits in current-payment status have continued to rise. Increases in April of 15 cents for old-age (retired-worker) benefits and of 6 cents for disability (disabled-worker) benefits brought the average monthly amounts to \$71.99 and \$88.26, respectively. In the 3 months since January, old-age benefits have gone up 59 cents and disability benefits 37 cents. For the other types of benefits the 3-month increases ranged from 71 cents for mother's benefits to 22 cents for wife's or husband's benefits.

Monthly benefit awards numbered 242,000 in April — about 2,000 less than in March but more than in any other month since April 1958. Mother's benefits, payable to young widows or divorced wives of deceased workers who have in their care dependent children entitled to benefits, were awarded to a record number of persons (9,400). Awards during the month included 6,900 to wives, husbands, and children of disabled-worker beneficiaries; in all, 82,400 such awards have been made since September 1958.

Lump-sum death payments total-

ing almost \$15.0 million were awarded in April to 74,600 persons. The average lump-sum amount per worker represented in the awards reached an all-time high of \$208.11—\$5.31 more than in April 1958. This rise resulted chiefly from the increase in the primary insurance amount provided by the 1958 amendments, applicable to the lump-sum death payment if the worker died after 1958. The effect of the increase in the primary insurance amount on the average lump-sum death payment is lessened, however, by the \$255 maximum for a lump-sum benefit. Thus, increases in primary insurance amounts of more than \$85 do not increase the lump-

sum benefit. Because of the usual delays in filing claims after death and the normal administrative processing time, the effect of the increase provided by the 1958 amendments in the lump-sum benefit amount has not yet been fully reflected in the statistical data.

● Public assistance expenditures and the total number of persons on the rolls declined in April, primarily as a result of substantial decreases in the general assistance program. Expenditures for that program, excluding vendor payments for medical care, dropped \$2,436,000 or 7.3 percent, and the number of persons as-

	April 1959	March 1959	April 1958
Old-age, survivors, and disability insurance:			
Monthly benefits in current-payment status:			
Number (in thousands)	12,967	12,827	11,628
Amount (in millions)	\$790.2	\$780.2	\$641.0
Average old-age benefit (retired worker)	\$71.99	\$71.84	\$65.41
Average old-age benefit awarded in month	\$79.76	\$81.67	\$73.75
Public assistance:			
Recipients (in thousands):			
Old-age assistance	2,431	2,433	2,466
Aid to dependent children (total)	2,940	2,917	2,688
Aid to the blind	110	109	108
Aid to the permanently and totally disabled	335	331	305
General assistance (cases)	449	480	454
Average payments:			
Old-age assistance	\$64.49	\$64.34	\$61.23
Aid to dependent children (per recipient)	28.74	28.68	27.33
Aid to the blind	68.56	68.86	66.64
Aid to the permanently and totally disabled	63.36	63.66	60.58
General assistance (per case)	68.47	69.19	61.04
Unemployment insurance (regular State programs):			
Initial claims (in thousands)	1,125	1,164	1,983
Beneficiaries, weekly average (in thousands)	1,773	2,036	2,967
Benefits paid (in millions)	\$226.9	\$264.4	\$403.8
Average weekly payment for total unemployment	\$30.02	\$30.38	\$30.88

sisted decreased 134,000 or 9.6 percent. These declines were attributable largely to improvement in economic conditions and to seasonal influences. For each of the four federally aided programs, changes in expenditures as well as in caseloads were relatively small—less than 1.0 percent.

The total of 1,260,000 recipients of general assistance in April was 53,000 less than the number aided in April 1958 and 56,000 less than in March 1958—the peak for that year. In the early months of the winter of 1958–59 there were marked increases in the number of general assistance recipients, but the national total began to decline in March. April was the first month in 1959, however, in which the number of recipients was smaller than in the same month a year earlier. All but a few States contributed to the April decline in the national total.

For the special types of public assistance, national totals were again influenced by the data for Illinois. Data reported by that State were understated for March because of an administrative change in the processing of payments; for a like reason, the April data are overstated. In April, 2,940,000 persons were receiving aid to dependent children—23,500 or 0.5 percent more than in March. Among the four federally aided special types of public assistance, the program of aid to dependent children is most sensitive to changes in economic conditions and seasonal influ-

ences. The effect of improved economic conditions on this program is indicated by the size of the increases in recent months. April was the third consecutive month in which the rate of increase in the number of recipients was less than 1.0 percent; percentage increases in the 3 corresponding months of 1958 were more than twice as great.

Recipients of old-age assistance numbered 2,431,000—2,300 less than in March. Forty-two States reported small declines. For aid to the permanently and totally disabled the number of recipients rose from 331,000 in March to 335,000 in April, and in aid to the blind the number of persons aided also increased slightly.

The drop of 72 cents in the national average payment per general assistance case was probably attributable to a decline in the average number of persons per case. About two-thirds of the States reported smaller averages than in March. State changes in the average payment per case ranged from a decrease of \$18.17 in Oregon to an increase of \$2.73 in Arizona.

For the special types of public assistance, changes in average payments in most States were small. Only a few sizable changes resulted from new policies or procedures. The District of Columbia, to conserve funds, reduced payments by limiting the sum of the assistance payment and income from other sources to 85 percent of requirements. The average

payment per recipient decreased \$5–\$11 in the four special types of public assistance, and the average payment per case in general assistance dropped \$10. In Virginia the rise of 89 cents in the average payment per recipient of aid to dependent children was attributable mainly to an increase in assistance standards and a State requirement that local agencies meet at least 80 percent of need within the State maximum of \$165 per family. State matching funds were not available for making payments in excess of 80 percent of need, but local funds could be used for such payments.

Fluctuations in vendor payments for medical care accounted for sizable changes in total average payments in a number of States. Changes of \$4 or more in the average payment per recipient that resulted primarily from decreases or increases in vendor medical payments occurred in one or more programs in Indiana, Maryland, Massachusetts, Minnesota, Oregon, and Wisconsin.

● Approximately 1.1 million workers covered by the regular State unemployment insurance programs and the program for Federal employees became newly unemployed in April and filed initial claims for benefits. The total was about 3 percent less than in March and 45 percent less than that a year earlier. Insured joblessness under these programs amounted to 1.8 million in an average

(Continued on page 22)

	April 1959	March 1959	April 1958	Calendar year 1958	1957
Civilian labor force, ^{1,2} total (in thousands)	68,639	68,189	68,027	68,647	67,946
Employed	65,012	63,828	62,907	63,966	65,011
Unemployed	3,627	4,362	5,120	4,681	2,936
Personal income (in billions, total seasonally adjusted at annual rates) ^{1,3}	\$372.7	\$369.5	\$348.1	\$354.4	\$347.9
Wage and salary disbursements	252.9	250.2	233.0	237.1	238.1
Proprietors' income	46.5	46.4	44.0	44.2	43.0
Personal interest income, dividends, and rental income	45.4	45.1	43.7	43.9	43.0
Social insurance and related payments	20.6	20.5	20.2	20.4	16.0
Public assistance	3.3	3.2	3.0	3.0	2.8
Other	12.0	11.9	11.7	11.6	11.6
Less: Personal contributions for social insurance	7.9	7.8	6.6	6.7	6.6
Consumer price index, ^{1,4} all items (1947–49 = 100)	123.9	123.7	123.5	123.5	120.2
Food	117.6	117.7	121.6	120.2	115.6
Medical care	149.6	148.8	142.7	144.4	138.1

¹ Data relate to continental United States, except that personal income includes pay of Federal personnel stationed abroad.

² Bureau of the Census.

³ Data from the Office of Business Economics, Department of

Commerce. Components differ from those published by the Department, since they have been regrouped; for definitions, see the *Annual Statistical Supplement, 1957*, page 9, table 1.

⁴ Bureau of Labor Statistics.

Civil-Service Retirement Program, 1959

by JOHN P. JONES*

Amendments in recent years to the Civil Service Retirement Act have broadened and liberalized the retirement system that it established. In the following article the current provisions are described and actuarial analyses of certain benefits, as well as overall actuarial cost estimates, are presented.

MORE than 2 million civilian employees of the Federal Government and their dependents are protected by the civil-service retirement program against income loss resulting from the death of the breadwinner or from his retirement because of age or disability. Congress established the program in 1920, when it passed the first Civil Service Retirement Act, and has voted various amendments to the act since that year. The most recent major amendments (Public Law No. 854) were approved July 31, 1956.

The 1956 law liberalized the annuity formula applying to future retirees; provided for the first time a minimum disability annuity, extended survivor benefits to widows of any age, with or without children, and to disabled widowers; and lowered the reduction in annuities for early retirement and for provision of survivor benefits on an optional basis. To help meet the increased cost resulting from these changes, the employee contribution was increased to 6½ percent of pay.

This article discusses in detail the major provisions of the present system, which are also outlined in the accompanying chart. Provisions applying only to certain special groups, such as legislative employees and Members of Congress, are discussed less fully. Omitted entirely are certain provisions mainly administrative in nature and special provisions applying to Alaska Railroad and Canal Zone employees. Changes introduced by the 1956 amendments (and by relatively minor amendments since 1956) are emphasized. Certain actuarial analyses are given with respect to benefits that are actuarial "bargains" from the employee viewpoint, and overall actuarial cost estimates,

as presented in the latest report of the Board of Actuaries, are discussed.

Retirement

Compulsory retirement for age.—Provisions concerning compulsory retirement were unchanged by the 1956 amendments. The employee must retire at age 70 or as soon thereafter as he meets the 15-year-service requirement. Even though retirement is compulsory under the given conditions, immediate or later reemployment is possible under the requirements for reemployment of annuitants, which were somewhat eased by the 1956 amendments, so that a reemployed annuitant needs only to be "qualified for his position."

Voluntary retirement for age.—Voluntary retirement on full annuity is permitted at age 60 or over with 30 or more years of service, or at age 62 or over with 5 or more years of service. In addition, an employee with 30 or more years of service may elect to retire between the ages of 55 and 60, but the basic annuity is reduced by ½ of 1 percent for each full month the employee is under age 60 at the time of retirement. Before the 1956 amendments, the reduction was ¼ of 1 percent a month. Since the reduction on an "actuarial equivalent" basis would be about ½ of 1 percent a month, the system provides an actuarial "bargain" for early retirements.

Involuntary separation.—If an employee is involuntarily separated from service, for reasons other than misconduct or delinquency, he is eligible for an immediate annuity, provided he has had 25 years of service or, alternatively, under the 1956 amendments, has attained age 50 and has had 20 years of service. If the employee is under age 60, the basic annuity is reduced as described in the chart in the section "Computation of Benefit Amounts."

Disability.—Disability retirement is permitted (after at least 5 years of service) upon a finding of disability by the Civil Service Commission. By virtue of the disability minimum provision in the 1956 amendments, the employee with as little as 5 years of creditable service may receive an annuity of 40 percent of the "average salary." This is the equivalent of a nondisability annuity based on (1) about 21 years and 11 months of service with an "average salary" of more than \$5,000, or (2) service totaling from 20 years up to 21 years and 11 months with an "average salary" of \$2,500–\$5,000. The older short-service employee may receive less than 40 percent, since the alternative minimum is that annuity to which the disabled employee would have been entitled if he had continued working to age 60. This minimum is computed by means of the regular annuity formula, using the employee's actual "average salary" and his "total service," which for him includes assumed service to age 60. The disability minimum has no effect on disability retirements at ages 60 and over.

Elective survivor benefits are offered to married disability retirees only. The disability minimum provision cannot increase any survivor benefit. For this reason, the disability annuitant designates as a basis for the elective survivor annuity an amount not more than the basic annuity computed without benefit of the minimum. The surviving wife or husband receives an annuity equal to half the designated amount.

To prove continuance of eligibility, a disability annuitant may be required to take an annual physical examination, unless his disability is permanent in character. No examination is required after he reaches age 60. Restoration of earning capacity is presumed if, in each of 2 successive calendar years, his wages and self-employment income are at least 80 percent of the current salary of the position from which he retired. If he recovers or is restored to earning capacity and is not reemployed in a position covered by the civil-service

* Division of the Actuary, Office of the Commissioner.

system, a disability annuitant is considered to be involuntarily separated as of the date his annuity is terminated. He may then become entitled to an annuity based on currently applicable provisions for involuntary separation, based on service to the date of his original disability retirement.

Deferred retirement. — Any employee separated after 5 or more years of service has his choice of two alternatives. On application (or if he dies) at any time between separation and attainment of age 62, his accumulated contributions may be refunded. At age 62, if he is alive and has not previously applied for a refund, he is entitled to a full annuity computed on the basis of total service up to the date of separation. At this time, also, he may elect to receive, instead of the full annuity, a reduced annuity with survivor option — an election privilege for deferred annuitants that was introduced by the 1956 amendments. Before he attains age 62, the separated employee has no survivor protection except the lump-sum refund. After age 62, death benefits for surviving children under age 18 are payable in addition to the optional survivor benefits.

The deferred annuity is an actuarial "bargain" for the average separated employee, compared with the refund alternative, since the annuity may be considered to be worth the employee's own contributions plus the Government contributions in his behalf, which more than double the value of his contributions. Generally the deferred annuity has a value from three to four times the lump-sum refund available.

Lump-Sum Withdrawal and Death Benefits

The employee separated with more than 1 but less than 5 years of service receives a refund of contributions with 3-percent compound interest to the date of separation. (No alternative is offered.) For employees separated with 5 or more years of service, refunds do not include interest for any period after December 31, 1956; compound interest (during periods of employment only) is credited at 4 percent to December 31, 1947, and at 3 percent from January 1, 1948, to the end of 1956.

If an employee dies after 1 year but before completing 5 years of service, the family or estate receives a refund of contributions, with 3-percent compound interest to the date of separation. When an employee dies after 5 or more years of service but leaves no survivor (widow, child, or disabled dependent widower) entitled to an annuity, a refund is payable, with interest to December 31, 1956, computed in the same way as when contributions are withdrawn. Employees separating with less than 1 year of service receive refunds without interest.

Survivor Benefits

Deaths in active service. — Death of an employee after 5 or more years of service may entitle certain survivors to annuity rights. Annuities are payable to surviving widows, to children, and to those widowers who are incapable of self-support because of a disability and who received more than half their support from the deceased employee. The amounts of the benefits and the conditions under which they are paid are shown in the chart. Children's annuities, which are originally computed on the basis of the number of eligible children and the existence of a surviving parent, are recomputed if these factors change. Remarriage of the surviving parent has no effect, however, on children's benefits. Restoration of earning capacity of a disabled widower (with termination of his annuity rights) is defined in terms of his becoming capable of self-support.

These survivor benefits, payable when the employee dies while in service, represent considerable liberalization from the provisions in the old law. The amendments approximately doubled children's benefits and established benefits for disabled dependent widowers for the first time. Widows are automatically given the benefit of the new annuity formula; they gain also from the repeal of the provision deferring payments to age 50 unless there are minor children.

Deaths after retirement. — The retiring employee may elect to receive a reduced annuity during his or her lifetime and to designate a beneficiary to receive a survivor annuity. A married employee annuitant designates any part of the basic annuity that he

chooses as a base for figuring the amount of the survivor annuity. The surviving wife or husband will receive, until death or remarriage, an annuity equal to half the amount so designated. The reduction is $2\frac{1}{2}$ percent of the full amount designated, up to \$2,400, plus 10 percent of any amount in excess of \$2,400. Once the option is elected (at retirement), the annuity reduction is for life, with no recomputation if the prospective survivor predeceases the employee annuitant. Because of the limitation preventing any increase in survivor benefits in connection with the disability minimum provision, a married disability annuitant electing the survivor option may not designate an amount more than his or her basic "earned" annuity, computed without application of the disability minimum.

Unmarried annuitants may also elect survivor options but under less liberal conditions than those for married annuitants. No election is available for unmarried disability annuitants. The annuitant must be in good health (determined by the Civil Service Commission); the designated beneficiary must have an insurable interest in the life of the employee. There is no option as to amount. The full basic annuity is reduced by 10 percent, plus 5 percent for each full 5 years the designated beneficiary is younger than the annuitant, with a maximum reduction of 40 percent. When the employee annuitant dies, the beneficiary receives a life annuity equal to half the reduced amount.

The retiring employee need not make an election to provide for payment of children's benefits upon his death after retirement; the eligibility conditions and amounts paid are the same as for death before retirement. Generally, eligible children of annuitants retired for any reason are covered; however, a separated employee eligible only for a deferred annuity is not considered as "retired" until annuity payments begin when he reaches age 62. If he dies before payments begin, the only benefit is a refund of contributions.

Survivor benefits payable when an employee dies after retirement were generally liberalized by the 1956 amendments, although there was one exception. Automatic annuities for widows under age 50 with minor chil-

dren are no longer provided. Deferred retirants have elective survivor options for the first time. Previously, the annuity reduction for married annuitants electing the survivor option was 5 percent of the first \$1,500,

plus 10 percent of the excess over \$1,500, plus $\frac{3}{4}$ of 1 percent for each year the named husband or wife was under age 60 (with a maximum reduction of 25 percent). Under the amendments the reduction is $2\frac{1}{2}$ per-

cent of the first \$2,400, plus 10 percent of the excess, and there is no age reduction. The reduction scale for elections by unmarried annuitants was unchanged, except for a rewording of the law that makes the reduc-

Principal provisions of the Civil Service Retirement Act, 1959

A. Types of benefits

- (1) Age and service retirement benefit:
 - (a) Compulsory at age 70 with 15 years' service—full annuity terminating at death;
 - (b) Voluntary:
 - (i) at age 62 with 5 years' service—full annuity terminating at death;
 - (ii) at age 60 with 30 years' service—full annuity terminating at death;
 - (iii) at age 55 with 30 years' service—reduced annuity if under age 60, terminating at death;
 - (c) Involuntary (not for cause), at any age with 25 years' service or at age 50 or over with 20 years' service—reduced annuity if under age 60, terminating at death.
- (2) Disability retirement benefit, at any age with 5 years' service, with finding of disability by Civil Service Commission—full annuity (special minimum), terminating at death or with recovery or restoration of earning capacity before age 60.
- (3) Deferred retirement benefit, 5 or more years' service, refund not elected—full annuity at age 62 terminating at death.
- (4) Lump-sum withdrawal, (a) less than 5 years' service—refund of accumulated contributions; (b) 5 years' service, not eligible for immediate annuity—choice of refund or deferred retirement benefit.
- (5) Lump-sum benefit (death before retirement), no specified period of service, no survivor with annuity rights—refund of accumulated contributions.
- (6) Special lump-sum benefit (guaranteeing return of employee contributions), payable if annuitant dies and no survivor has annuity rights or survivor annuities have terminated—refund of accumulated contributions less all annuity payments.
- (7) Survivor child benefit (death before or after retirement):
 - (a) With surviving parent and 5 years' service—benefit (terminating at death, marriage, or attainment of age 18 unless disabled) is the smallest of
 - (i) 40% of employee's "average salary," divided by number of children,
 - (ii) \$1,800 divided by number of children,
 - (iii) \$600;
 - (b) With no surviving parent and 5 years' service—benefit (terminating at death, marriage or attainment of age 18 unless disabled) is the smallest of
 - (i) 50% of employee's "average salary," divided by number of children,
 - (ii) \$2,160 divided by number of children,
 - (iii) \$720.
- (8) Survivor spouse benefit (death before retirement), 5 years' service, payable to widow or disabled dependent widower—one-half regular service annuity, terminating at death or remarriage of widow or death, remarriage or restoration of earning capacity of widower.
- (9) Elective survivor benefits (death after retirement):
 - (a) For married annuitant, payable to designated spouse—one-half of amount designated by employee, terminating at death or remarriage of spouse;
 - (b) For unmarried annuitant (election not available for disability retirement), payable to designated person—one-half of annuity, reduced for the election, terminating at death of beneficiary.

B. Computation of benefit amounts

- (1) "Average salary": Highest average annual basic salary during any 5 consecutive years.
- (2) Total service: Number of years plus full months expressed as fraction of year.
- (3) Basic annuity: The sum of:
 - (a) $1\frac{1}{2}\%$ of "average salary," or 1% of "average salary" plus \$25, whichever is greater, times first 5 years of service;
 - (b) $1\frac{3}{4}\%$ of "average salary," or 1% of "average salary" plus \$25, whichever is greater, times second 5 or less years of service;
 - (c) 2% of "average salary," or 1% of "average salary" plus \$25, whichever is greater, times service in excess of 10 years.
- (4) Maximum annuity: 80% of "average salary."
- (5) Minimum annuity (disability retirement only): The lesser of (a) 40% of "average salary," and (b) basic annuity computed using total actual service plus assumed additional service to age 60.
- (6) Reduction for retirement under age 60: No reduction for disability or deferred retirement. Otherwise, total annuity reduced by $\frac{1}{12}$ of 1% for each full month that the retiring employee is under age 60, except that if under age 55, reduction is 5% plus $\frac{1}{6}$ of 1% for each full month that the employee is under age 55.
- (7) Reduction for unpaid deposits: Retiring employee fails to make full deposit due for non-contributory service; reduction in annuity (on an annual basis) is 10 percent of unpaid amount.
- (8) Optional reduction for survivor benefits:
 - (a) Married annuitant elects reduction for benefit of one-half full designated amount of annuity to wife or husband; reduction is $2\frac{1}{2}\%$ of the first \$2,400 of designated amount plus 10% of designated amount in excess of \$2,400.
 - (b) Unmarried annuitant elects reduction for benefit of one-half reduced annuity to designated beneficiary; reduction is 10% of annuity plus 5% for each full 5 years the designated beneficiary is younger than the annuitant (total reduction not to exceed 40%). Option not available for those retiring for disability.

C. Financing

- (1) Employee contributions: $6\frac{1}{2}\%$ of basic salary.
- (2) Agency contributions: $6\frac{1}{2}\%$ of basic salary.
- (3) Congressional appropriations: Civil Service Commission submits annual estimates of additional appropriations required.
- (4) Retirement fund investments: Principally invested in specially authorized U.S. issues; current average interest rate, $2\frac{1}{4}\%$.

tion for beneficiaries who are 25-29 years younger than the annuitant equal to 35 percent instead of 40 percent.

Contribution Guarantee

The civil-service employee's contributions are certain to be repaid in full—in benefits or by refund if he has 5 or more years' service and in the form of a refund otherwise. If all annuity rights (including survivor annuity rights) are exhausted before the total payments equal the accumulated employee contributions, the difference is payable to the family or estate. Employee contributions earn interest during periods of employment only, but no interest is earned after December 31, 1956; for separation with more than 1 but less than 5 years' service, however, contributions, plus interest to the date of separation, are refunded.

Annuity Formula

As shown in the accompanying chart, the basic annuity depends on the employee's length of service and his "high-5-average salary." In computing total service, any one period of service is expressed in years, months, and days; in the total, odd days less than 30 are dropped. The total is then expressed as years plus a fraction representing full months. The annuity formula is weighted in favor of the long-service employee, with each year of service over 10 worth one and one-third times as much as any 1 of the first 5 years (when the "average salary" is more than \$5,000).

The formula is also weighted in favor of the lower-salaried employee. Only one "average salary" is used throughout the three steps in the basic computation, but for each step the higher benefit alternative is chosen. In step (a), 1 percent of salary plus \$25 gives a larger benefit than $1\frac{1}{2}$ percent of salary if the salary is less than \$5,000; in step (b), 1 percent of salary plus \$25 gives a larger benefit than $1\frac{3}{4}$ percent of salary if the salary is less than \$3,333; and in step (c), 1 percent of salary plus \$25 gives a larger benefit than 2 percent of salary if the salary is less than \$2,500. Therefore, if the "average salary" is less than \$2,500, the alternative of 1 percent plus \$25 is

used in all steps; if it is \$2,500-\$3,333, this alternative is used in steps (a) and (b) only; if it is \$3,334-\$5,000, it is used in step (a) only; and if it is more than \$5,000, this alternative is not used at all. For most career employees—with at least 10 years of service and an "average salary" of at least \$5,000—the formula may be expressed as 2 percent of the average salary times years of service and less $3\frac{3}{4}$ percent.

The maximum annuity of 80 percent of average salary is equivalent to maximum creditable service of about 41 years and 11 months if the average salary is \$5,000 or more. For smaller average salaries the maximum creditable service varies, but only slightly, according to amount; for an average salary of \$2,500, for example, it is 40 years. The reduction for retirement at ages under 60 (for voluntary or involuntary retirement only) is applied before any reduction for unpaid deposits or optional survivor benefits. Monthly payments are computed as one-twelfth of annual amounts, rounded to the nearest dollar.

Before the 1956 amendments the annuity formula was equivalent to step (a) only, applied to all years of service—in other words, $1\frac{1}{2}$ percent of average salary, or 1 percent of salary plus \$25, times years of service, with a maximum of 80 percent of average salary. For future retirants, the new formula provides increases of as much as 27 percent in certain exceptional cases and 25 percent for a fairly typical case of 30 years' service with an average salary of \$5,000. The increases for low-salaried employees are, however, slight, and there is no increase if the average salary is less than \$2,500.

Some low-salaried employees actually are receiving less under the new formula, since if they had retired under the old law they would have been eligible for the special increases provided by 1955 and 1958 legislation.

Financing

The sources of income for the civil-service retirement fund (as shown on the chart) are employee contributions, agency or departmental contributions, congressional appropriations, and interest on investments. The balance in the fund as of June 30, 1958,

was approximately \$8.3 billion. The 1956 amendments raised employee contributions from 6 percent to $6\frac{1}{2}$ percent of base salaries and introduced a provision requiring matching contributions from the agency salary appropriation.

Before the amendments, the fund was principally invested in United States special issues earning 3-percent interest. (The rate was set at the discretion of the Secretary of the Treasury.) The amendments introduced a provision—identical with that applicable in the old-age, survivors, and disability insurance program—requiring that the interest rate on special issues be set according to the current average coupon rate on all outstanding United States public marketable interest-bearing obligations for which the date of first call or maturity is 5 years or more after the date of issue. The immediate result was a decline of about $\frac{1}{2}$ of 1 percent in the earning rate of the fund. The present average earning rate is about $2\frac{1}{2}$ percent; current investments are at the rate of 2½ percent.

The total cost of the present system is approximately 21.25 percent of payroll on a level-premium actuarial basis.¹ Employee and agency contributions amount to 13 percent, leaving 8.25 percent to be provided by direct congressional appropriations. Generally, the appropriations have been less than the amount required according to level-premium computations, and for the fiscal years 1957-58 and 1958-59 there were no direct congressional appropriations. Since level-premium financing is not being fully followed in practice, it is likely that increased appropriations will be required in future years, according to actuarial estimates.

Military Service

Military service is creditable without employee contributions. Military pay is not part of the "basic salary" and thus may not be used in computing the highest 5-year average salary—a provision introduced by the 1956 amendments. Active service in the Army, Navy, Air Force, or Coast

¹ *Special Report of the Board of Actuaries on the Valuation of the Civil Service Retirement System as of June 30, 1958.*

Guard is creditable for employee or survivor benefits with certain exceptions.

1. Service performed after the date of separation on which title to the civil-service annuity is based is not creditable. An employee leaving his position for military service during a national emergency is not, however, considered separated until after 5 years of such service.

2. Service for which the employee is awarded military retired pay is not creditable unless it has been awarded for service-connected disability or unless the employee elects to forfeit military retired pay in order to receive such credit.

3. Service after December 31, 1956 (the beginning date of contributory coverage under old-age, survivors, and disability insurance for military personnel), is not creditable if the employee or his widow or child is eligible for benefits, based on such service, under the Social Security Act. The employee or survivor may not elect to forfeit the social security credit in order to receive civil-service credit.

4. Service between September 15, 1940, and January 1, 1957 (when military personnel were credited with earnings of \$160 a month under old-age, survivors, and disability insurance) is not creditable toward a survivor annuity if the survivor is eligible under the Social Security Act for monthly benefits based on such service, unless the survivor elects to forfeit the social security credit. For the employee, the duplicate credit can, however, exist in such instances.

General Service Requirements

For any annuity entitlement, the employee must have had at least 5 years of creditable civilian service. Once this requirement has been met, all creditable military service counts in the computation of benefits (except as noted earlier) and in the determination of length of service for annuity eligibility (including the 15-year service requirement for compulsory retirement at age 70).

In addition, the employee separated other than by death or by disability retirement must have completed at least 1 year of creditable civilian service within the 2-year period preceding the date of separation in order

to become entitled to an annuity based on that separation date. Thus a person returning to covered employment after a separation of 2 or more years must work at least 1 additional year before the later service can be credited toward his regular annuity. If he were to retire before serving the time required, the earlier period of service would be creditable for annuity purposes (under provisions in effect at the time of the earlier separation) and contributions made during the later period would be refunded.

All leave of absence for military service or leave while receiving benefits under the Federal Employees' Compensation Act is considered as creditable service. Other leaves of absence without pay can be credited as service for no more than 6 months in any 1 calendar year.

Reemployment of Annuitants

When the "special qualifications" restriction was eliminated by the 1956 amendments, it became possible for an annuitant to be reemployed in any position for which he is qualified. In general, annuitants continue to receive their annuity checks during reemployment, but their salary is reduced by the full amount of the annuity. The reemployed annuitant receives credit toward a "supplemental" annuity, provided the period of reemployment includes at least 1 year of full-time service.

The supplemental annuity is computed on the basis of reemployment service only, but the earlier period of employment is used to determine the appropriate section of the annuity formula for the computation. If the former period of employment was 10 years or more, for example, the reemployment service would be credited in the 2-percent range of the annuity formula. The "average salary" used is the average annual salary (before reduction for annuity payments) for the full period of reemployment, whatever its length.

The reemployed annuitant is not allowed to make the usual 6½-percent contributions during his period of reemployment. To receive full service credit, however, he must deposit the amount such contributions would have totaled, with interest at 3 percent, upon final separation.

Otherwise, his supplemental annuity (on an annual basis) will be reduced by 10 percent of the unpaid amount. Supplemental annuities are subject to the same reductions as those imposed for voluntary or involuntary retirement if the final separation is before attainment of age 60. Election of survivor options is not allowed.

The special supplemental annuity computation is not used if the reemployed annuitant's original separation was for involuntary retirement or if he is a former disability annuitant whose annuity was terminated by recovery or restoration of earning capacity before age 60. In these special cases, the annuitant is rehired and treated like all other employees. No annuity checks are paid, and from his full salary the regular 6½-percent deductions are taken. Upon final separation, there is a complete recomputation of the annuity, using all creditable service and with a re-determination of the "average salary."

Purchase of Service Credit

To receive full service credit, employees may deposit amounts owed to the fund because of either earlier refunds or creditable service for which retirement deductions were not made. Compound interest must be paid, at 4 percent to December 31, 1947, and at 3 percent thereafter; no interest is required for any period of separation that began before October 1956. In the case of service for which retirement deductions were not made, the deposit consists of the regular deductions (percentages of base pay in effect at the time of service), plus interest. Interest is computed from the midpoint of the period of non-contributory service, or the date of refund, to the date of deposit or the beginning date of the annuity, whichever is earlier.

No credit is allowed for a period of service covered by a refund until the full repayment, plus the interest, is made. Service for which retirement deductions were not made is creditable without deposit, but the annuity (on an annual basis) is reduced by 10 percent of any unpaid deposit. Since in most instances the reduction is larger than that determined on a strictly actuarial basis, it is usually to the employee's advantage to make the deposit.

The survivor of an employee may make the deposit under Public Law 85-772, approved August 27, 1958, effective for employee deaths after February 1958. The deposit must be made before the survivor annuity begins.

Voluntary Contributions

In addition to the mandatory 6½-percent deductions from salary, voluntary contributions may be made by the employee. Deposits must be in multiples of \$25, and the total may not exceed 10 percent of all salary to date. These contributions earn compound interest at 3 percent.

Upon an employee's separation for immediate annuity, each \$100 in the accrued account will purchase an annual annuity of \$7 plus 20 cents for each full year the employee is over age 55 at the time he retires. If, for example, he retires at age 70, the increase in the regular annuity would be \$10. Generally, this formula results in an actuarial "bargain" for the employee. One elective survivor option is available, with reduced annuity; the survivor (any person designated in writing by the employee annuitant) receives half the reduced annuity. The reduction is 10 percent, plus 5 percent for each full 5 years the designated person is younger than the retiring employee, but the total reduction may not exceed 40 percent.

The accrued voluntary contribution account will be paid in a lump sum if the employee applies at any time before annuity payments begin. The account must be repaid in a lump sum if the employee is separated from service before he becomes eligible for an immediate or deferred annuity. The separated employee who is entitled to a deferred annuity may leave the account, on which interest earnings continue, until he reaches age 62. At that age his basic additional annuity payments can begin, computed at \$8.40 a year for every \$100 in his accrued account.

Special Employees

Certain provisions of the Civil Service Retirement Act apply only to special groups of employees. Any employee whose duties primarily consist of investigation, apprehension, or detention of suspected criminals may retire at age 50 or over if he has had

20 or more years of such special service. The annuity equals 2 percent of the average salary times the total number of years of service, with a maximum of 80 percent of the average salary.

Another special formula is used for congressional employees, who are covered on an individual elective basis. The annuity is equal to 2½ percent of the average salary for each year of congressional employment or military service, up to 15 years. To this amount is added, for any service over 15 years or for any service as a general employee, 1½ percent of average salary for each of the first 5 years of such service, 1¾ percent for each of the second 5 years, and 2 percent for each year of service in excess of 10. The maximum annuity is 80 percent of average salary.

The Vice President of the United States and Members of both Houses of Congress may contribute to the fund at the special rate of 7½ percent of salary if they elect to be covered. Conditions for retirement are about the same as those for general employees, with an additional provision for voluntary retirement at age 60 or over after 10 or more years of service as a Member of Congress. There is no compulsory retirement. The annuity formula is 2½ percent of the average salary for each year of service in Congress. Certain military service also may be included. Any additional service as a congressional employee or general employee may be credited; the formula used is the same as the one used for congressional employees.

Former Employees

The effective date of the 1956 amendments to the Civil Service Retirement Act was October 1, 1956. As a general rule, employees separated on or after that date receive benefits according to the current provisions, applied to all past service, and benefits for employees separated before that date and for their survivors continue to be based on provisions of the act as it was before October 1, 1956. The old act—applying to annuitants whose separation began after March 1948 and before October 1956 and to their survivors—differs from the amended law chiefly in its provisions for (1) the basic annuity

formula (1½ percent of the average salary or 1 percent of the average salary plus \$25, whichever is greater, times years of service); (2) automatic payment of survivor benefits for widows (under age 50 with minor children) of employees who retired with immediate annuities after 15 or more years of service or who retired for disability; and (3) payment of less liberal benefits for the minor children of these deceased annuitants.

Public Law 85-465 (effective August 1, 1958) provided special benefit increases, however, for retired employees and their survivors who were not covered by the 1956 amendments. Annual amounts were raised a flat 10 percent, with a maximum increase of \$500 for employee annuities and of \$250 for survivor annuities. Public Law No. 369 of 1955 had provided increases applicable only for separations before October 1, 1956 (the effective date of the 1956 amendments). As a result of the 1955 and 1958 laws, the typical retired employee whose separation began immediately before October 1, 1956, now receives an annuity only about 7 percent² less than he would have if the separation had occurred on or after that date, even though the full increase provided by the formula in the 1956 amendments is approximately 25 percent.

Although retirements later than September 1956 are generally covered by the 1956 amendments and the old provisions continue to apply to previous retirements, there are three rather complicated exceptions to this rule. First, if an employee's separation was for compulsory retirement at age 70 and his accrued annual leave at the time of separation would have "carried" him in service until after July 30, 1956, he was allowed (by election before January 1, 1959) a recomputation of annuity under the new formula. (Employees whose compulsory retirement would normally have occurred between July 31 and September 30, 1956, were allowed to remain in service for the short time necessary to qualify for annuities based on the new formula.)

Second, if an employee retiring on

² Computation based on 30 years' service, with an average salary of \$5,000.

Table 1.—Reduction in annuity when married annuitant elects a survivor benefit as percent of reduction on reasonable actuarial basis ¹

Age of spouse when employee retires	Employee retiring at age —			
	50	60	70	80
Male employee				
55.....	19	12	8	5
60.....	26	16	11	7
65.....	38	24	15	9
70.....	59	36	22	13
Female employee				
55.....	44	26	16	10
60.....	63	37	22	13
65.....	95	55	32	18
70.....	152	88	49	27

¹ Based on the Annuity Table for 1949, at 3-percent interest. Termination of annuities through remarriage is ignored. See text for adjustments for designated amounts of more than \$2,400 a year.

or after October 1, 1956, has not worked in a covered civil-service position for at least 1 year during the 2-year period preceding the date of separation, he receives a refund only for the latest period of service (unless the separation is based on death or disability retirement), but he remains eligible for benefits based on any previous separation. If there has been a separation before October 1, 1956, the old provisions (plus increases) apply.

Third, if the final separation of a reemployed annuitant occurs on or after October 1, 1956, any "supplemental" annuity (covering the entire current period of service as a reemployed annuitant if it includes 1 year or more of full-time service) will be computed according to the new formula, and his former annuity (whether based on the old or new formula) continues in force. Reemployed annuitants, however, who originally retired under the "involuntary separation" provisions and reemployed disability annuitants who recovered or were restored to earning capacity before attainment of age 60 are not eligible for supplemental annuities. Instead, upon final separation, there is a complete recomputation of the annuity, with the new formula applying to all service; if the former annuitant has not worked in a covered civil-service position for at least 1 of the 2 years preceding the date of final separation, a refund of

contributions only is paid for the period of reemployment (unless the final separation is based on death or disability retirement). The provisions existing as of the date of former separation are then applicable in computing the benefit.

The 1956 amendments set a 5-year limit on ordinary (peacetime) military furloughs. In connection with this provision, existing furloughs were considered to be ended December 31, 1956, if they had continued for more than 5 years.

Actuarial Analysis of Benefit Options

The married civil-service employee who is retiring may provide an annuity for his surviving spouse by electing to take a small reduction in his basic annuity. If he designates as a basis for figuring the survivor annuity an amount that is not more than \$2,400, the reduction is only 2½ percent of the amount designated; the survivor receives an annual annuity of half this sum. A reduction in the basic annuity of \$5 a month, for example, provides a survivor annuity of \$100 a month. In nearly all instances, the annuity reduction provided by law is considerably less than the amount that would be required for full purchase of the survivor

Table 2.—Reduction in annuity when unmarried annuitant elects survivor benefits as percent of reduction on reasonable actuarial basis ¹

Age of female beneficiary when employee retires	Employee retiring at age—			
	55	60	65	70
Male employee				
10.....	148	114	87	65
20.....	167	126	95	70
30.....	160	147	108	79
40.....	128	118	106	94
50.....	101	97	89	79
60.....	114	73	75	69
70.....	261	160	97	58
80.....	722	446	263	151
Female employee				
10.....	201	151	112	82
20.....	231	170	124	89
30.....	230	203	144	102
40.....	195	170	146	123
50.....	166	149	127	106
60.....	208	122	115	98
70.....	523	291	161	89
80.....	1,686	928	490	254

¹ Based on the Annuity Table for 1949, at 3-percent interest.

Table 3.—Cost of cash-refund annuities purchased through voluntary contributions, compared with cost on reasonable actuarial basis ¹

Age at retirement	Cost of cash-refund annuity of \$1 a month		
	Under law	On reasonable actuarial basis	Cost under law as percent of actuarial cost
Men			
55.....	\$171.43	\$207.35	83
60.....	150.00	187.31	80
65.....	133.33	166.54	80
70.....	120.00	145.14	83
Women			
55.....	\$171.43	\$224.91	76
60.....	150.00	203.72	74
65.....	133.33	181.33	74
70.....	120.00	158.41	76

¹ Based on the Annuity Table for 1949, at 3-percent interest.

benefit (according to actuarial computations, involving mortality assumptions that vary with age and sex).

Table 1 gives, expressed as percentages, the ratios of the 2½-percent reduction to the corresponding reduction that would be required to purchase the survivor benefit, according to the Annuity Table for 1949, at 3-percent interest, for illustrative cases. Examination of the table shows the employee annuitant paying as little as 5 percent of the actuarial value of the survivor benefit (for a male employee aged 70 with wife aged 55) and, at the other extreme, as much as 152 percent of such value (for a female employee aged 55 with husband aged 70). The fact that the latter ratio is the only one in the table that is more than 100 percent indicates that most retiring married employees who elect survivor annuities do so at "bargain" rates. In fact, for the typical case of a male annuitant with a wife the same age or younger the ratio never exceeds 20 percent. The actuarial advantage is greater for male than for female employees, since women generally live longer than men.

The percentages shown in table 1 are too low if the amount designated by the retiring married employee is more than \$2,400, since a 10-percent

Table 4.—Cost of cash-refund annuities purchased through past-service deposits, compared with cost on reasonable actuarial basis¹

Age at retirement	Cost of cash-refund annuity of \$1 a month		
	Under law	On reasonable actuarial basis	Cost under law as percent of actuarial cost
Men			
55.....	\$120.00	\$207.35	58
60.....	120.00	187.31	64
65.....	120.00	166.54	72
70.....	120.00	145.14	83
Women			
55.....	\$120.00	\$224.91	53
60.....	120.00	203.72	59
65.....	120.00	181.33	66
70.....	120.00	158.41	76

¹ Based on the Annuity Table for 1949, at 3-percent interest.

reduction factor applies to the amount in excess of \$2,400. The correct percentages may be found by simple ratios. If the designated amount is \$3,600, for example, the reduction is determined by law to be 2½ percent of \$2,400, plus 10 percent of the remaining \$1,200, or \$180, which is 5 percent of \$3,600 or twice the 2½ percent used in table 1. The percentages shown in the table should thus be doubled for this "designated amount." Similar computations may be made for other amounts.

The actuarial "bargain" given to married annuitants electing survivor benefit options are in contrast to the "overcharges," in many cases, to those making the elections under the less liberal formula for unmarried annuitants. For this group the reduction is 10 percent, plus 5 percent for each full 5 years the designated beneficiary is younger than the annuitant, with a maximum reduction of 40 percent.

Table 2 shows, for unmarried-annuitant elections, comparison percentages similar to those in table 1. An extreme case is that of the female employee who retires at age 55 and elects the benefit for her 80-year-old mother; she pays almost seventeen times the actuarial value of the benefit. (The reduction by law is 10 percent, but the reduction according to actuarial computations would be only

slightly more than ½ of 1 percent.) There are, however, actuarial "bargains" for a number of other age combinations. All percentages in the table would be increased if male rather than female beneficiaries of given ages were being considered. Many of the percentages would be reduced if the beneficiary were slightly older or the annuitant slightly younger than the exact age shown. For example, the tabular value of 106 percent for a male employee aged 65 with a female beneficiary aged 40 is based on an annuity reduction of 35 percent according to law (for an age difference of at least 25 years but less than 30 years). If the actual difference in age is slightly less than 25 years the annuity reduction is only 30 percent, and the corresponding actuarial comparison value for this age combination is reduced to 85 percent.

For both married and unmarried annuitants electing survivor options, the arbitrary formulas in the law

produce some significant cost inequities between one individual and another. Selection by annuitants of "bargain" benefits results, moreover, in extra cost to the system. Both of these objections could be met by basing optional annuity reductions on actuarial factors that vary with age and sex—a practice followed by many retirement systems. Arbitrary factors are, however, easier and somewhat cheaper to handle administratively.

Table 3 shows ratios, similar to those in tables 1 and 2, for purchase of annuities from voluntary contribution accounts. The arbitrary formula (each \$100 in the account purchasing an annual annuity of \$7, plus 20 cents for each full year the retirant is over age 55) produces annuity benefits at "bargain" rates as low as 74 percent of actuarial value for women and 80 percent for men. Lower female mortality accounts for the variation by sex.

Similar ratios are given in table 4 for deposits to purchase creditable

Table 5.—Illustrative monthly annuities for retired employees

Highest 5-year average annual salary	Minimum annuity for disability retirement ¹	Years of creditable service								
		5	10	15	20	25	30	35	40	45
\$1,500.....	\$50	\$17	\$33	\$50	\$67	\$83	\$100	\$100	\$100	\$100
2,000.....	67	19	38	56	75	94	113	131	133	133
2,500.....	83	21	42	63	83	104	125	146	167	167
3,000.....	100	23	46	71	96	121	146	171	196	200
3,500.....	117	25	51	80	109	138	167	196	226	233
4,000.....	133	27	56	90	123	156	190	223	256	267
5,000.....	167	31	68	109	151	193	234	276	318	333
6,000.....	200	38	81	131	181	231	281	331	381	400
7,000.....	233	44	95	153	211	270	328	386	445	467
8,000.....	267	50	108	175	242	308	375	442	508	533
9,000.....	300	56	122	197	272	347	422	497	572	600
10,000.....	333	63	135	219	302	385	469	552	635	667

¹ Minimum applies unless it is greater than the regular annuity to which the employee would be entitled by remaining in service until he reaches age 60; the latter amount is then the minimum.

Table 6.—Illustrative monthly annuities for widows or disabled dependent widowers of deceased employees¹

Highest 5-year average annual salary	Years of creditable service								
	5	10	15	20	25	30	35	40	45
\$1,500.....	\$8	\$17	\$25	\$33	\$42	\$50	\$50	\$50	\$50
2,000.....	9	19	28	38	47	56	66	67	67
2,500.....	10	21	31	42	52	63	73	83	83
3,000.....	11	23	35	48	60	73	85	98	100
3,500.....	13	25	40	54	69	84	98	113	117
4,000.....	14	28	45	61	78	95	111	128	133
5,000.....	16	34	55	76	96	117	138	159	167
6,000.....	19	41	66	91	116	141	166	191	200
7,000.....	22	47	77	106	135	164	193	222	233
8,000.....	25	54	88	121	154	188	221	254	267
9,000.....	28	61	98	136	173	211	248	286	300
10,000.....	31	68	109	151	193	234	276	318	333

¹ Illustrations also apply to widows and widowers of deceased annuitants who designate the full amount of the annuity as a base for an elective survivor benefit.

service for which employee retirement deductions were not taken. These deposits may be considered as providing annual annuities of \$10 for each \$100 deposited, since failure to make the deposit results in an annuity reduction of 10 percent of the unpaid amount. It is generally to the

Table 7.—Illustrative monthly annuities for children of deceased employees or annuitants when spouse also survives

Highest 5-year average annual salary	1 child	2 children	3 or more children ¹
\$1,500.....	\$50	\$50	\$51
2,000.....	50	66	66
2,500.....	50	84	84
3,000.....	50	100	99
3,500.....	50	100	117
4,000.....	50	100	132
4,500 or more.....	50	100	150

¹ Since each child's monthly benefit is rounded to the nearest dollar, total monthly benefits for more than 3 children may differ slightly from the amounts shown.

employee's advantage to make the deposit; the advantage is greater for retirement at earlier ages and is slightly greater for women than for men.

Illustrative Benefits

Tables 5-8 show monthly benefits under the present act for retiring employees and survivors, based on various salary and service combinations. Table 5 gives both regular and disability monthly amounts for retiring employees, and the minimum annuity for disability. To illustrate the application of the disability minimum, assume that an employee is disabled after 15 years of service, with an average salary of \$5,000. His regular annuity would be \$109 a month, which is less than the \$167 disability minimum shown for this salary.

Therefore the annuitant receives \$167 a month, unless this amount is more than the regular annuity to which he would have been entitled at age 60. If, for example, the employee is aged 55, he would have had 20 years of service at age 60; the table shows \$151 a month for 20 years of service and an average salary of \$5,000. This amount is less than the previously determined minimum, and the smaller amount is actually paid.

Monthly amounts for surviving widows or disabled dependent widowers of deceased employees (and for widows and widowers of deceased annuitants designating the full annuity as a base) are shown in table 6. Widow's and widower's benefits are obviously insufficient for basic needs if the employee or annuitant had only a short period of service. There is no survivor annuity protection whatever for employees with less than 5 years' service.

Tables 7 and 8 show monthly amounts paid to minor children of deceased employees or annuitants. Although the employee must have 5 years of civilian service for any survivor annuity rights, the benefit amounts for children are not dependent on total service once this requirement has been met. Family protection for the deceased short-service employee is substantially increased if there are minor children. Only \$14 a month, for example, is payable to the widow of a deceased employee with 5 years of service and an average salary of \$4,000 if there is no child, but with one child the total family benefit is \$64 a month (\$14 for the widow plus \$50 for the child).

Summary and Conclusions

An idea of the extent to which civil-service retirement and survivor

Table 8.—Illustrative monthly annuities for full orphan children of deceased employees or annuitants

Highest 5-year average annual salary	1 child	2 children	3 or more children ¹
\$1,500.....	\$60	\$62	\$63
2,000.....	60	84	84
2,500.....	60	104	105
3,000.....	60	120	126
3,500.....	60	120	147
4,000.....	60	120	168
4,500 or more.....	60	120	180

¹ Since each child's monthly benefit is rounded to the nearest dollar, total monthly benefits for more than 3 children may differ slightly from the amounts shown.

benefits have been broadened and liberalized during the past 4 decades may be obtained by comparing the present system with certain features of the original act of May 22, 1920. The 1920 act provided, for the general employee, a single retirement age of 70. No earlier retirement was permitted except for disability, although in 1922 a retroactive provision was introduced allowing discontinued service retirement at age 55 with 15 years of service. No survivor annuity benefits were payable, either by election or by automatic operation of the law. For service of 30 years or more, the basic annuity was 60 percent of the final 10-year average salary, with a minimum benefit of \$360 per year and a maximum of \$720.

Today the funds in hand, together with the Government's full financial backing of the civil-service retirement system, assure the Federal employee that his earned benefits will be paid. However, better accounting and greater recognition of Government liability for future benefits, by means of full appropriations based on level-premium financing, have been recommended by the system's Board of Actuaries.

Canada's Federal-Provincial Program of Hospitalization Insurance

by AGNES W. BREWSTER*

THE inauguration of public hospitalization insurance in seven of the 10 Provinces of Canada has created widespread interest in the United States, both in the programs themselves and in the developments that led Canada to adopt a system of public health insurance.¹

Canada and the United States have many characteristics in common, even though the Canadian population is only one-tenth the size of that of the United States. The 10 Provinces are as diverse in their economy, extent of urbanization, and varying political philosophies as the 49 States. They guard their prerogatives and rights as zealously as the States guard theirs. Responsibility for the health of the population traditionally reposes in the Provinces, which provide public health services; care for the mentally ill and the tuberculous and for recipients of assistance; and control the licensing of physicians and hospitals. Like the United States, Canada has a system of private and public hospitals, but very little general care is provided in private hospitals. Medical care for veterans, Indians, sick mariners, and members of the Armed Forces has been made available by the Federal Government although the respective constitutional responsibilities of the Federal and Provincial governments in these areas have not always been clear. With respect to taxation the Canadian Provinces—unlike the States in this country—are restricted by the Federal Constitution to the use of direct taxes as a source of income; the Dominion Government can use all forms of taxation.

Reports on the extent of voluntary health insurance in Canada, written before the new law was implemented, read almost as if taken verbatim from

reports about coverage in the United States. Protecting only a small proportion of the population in the early 1940's, voluntary hospitalization insurance by 1958 was covering nearly 60 percent of the population living outside British Columbia and Saskatchewan, where government programs were established in 1949 and 1947. The extent of coverage was high in Ontario (70 percent), and low (25 percent) in the less economically advantaged Atlantic Provinces. Hospitalization was the most prevalent form of voluntary insurance, and it was meeting about half the private hospital bill in the six Provinces where there were no public hospitalization programs. Voluntary surgical insurance was held by about three-fourths of those insured for hospital care and medical insurance by about half. In all, about 7 million Canadians were insured under private plans by 1958.

This picture was drastically altered when Canada's Hospital Insurance and Diagnostic Services Act became effective. The law, enacted in April 1957 by the Canadian Parliament, required that a majority of the Provinces, containing a majority of the population of Canada, agree to participate in the program before the law would become effective. In 1958 a legislative amendment removed this restriction, and five Provinces—Alberta, British Columbia, Manitoba, Newfoundland, and Saskatchewan—began to receive Federal grants in aid for hospital insurance on July 1, 1958.

By the end of 1959, about 71 percent of the Canadian population will be covered by the public programs in the nine participating Provinces. Quebec, with more than a fifth of the entire population (almost 5 million persons), has given no indication so far of its intentions.

Under the law the Federal Government pays to participating Provinces approximately 50 percent of the costs of (1) comprehensive hospital insurance providing ward accommodations

with no limit on duration—that is, for as long as deemed medically necessary—and (2) hospital outpatient diagnostic services. The total annual costs per capita are expected to average about \$25 for general hospital care (including, in some of the Provinces, chronic and convalescent care).

The Federal share of total expenditures under the act will probably vary from 45 percent to 72 percent among the Provinces because of differences from Province to Province in actual costs of care. The Federal Government pays on behalf of each insured person 25 percent of the average per capita cost for all Provinces, plus 25 percent of the actual per capita cost in a given Province minus the per capita amount of coinsurance if the program includes a coinsurance feature. Provinces with high per capita costs will receive larger amounts per capita, but these amounts will represent a smaller percentage of total costs than the payments to Provinces with low per capita costs.

Terms of the Act

The Hospital Insurance and Diagnostic Services Act specifies that insured hospital services must be made available to all residents of a Province under uniform terms and conditions. The hospital services must include (1) room and board at ward levels for as many days as are deemed medically necessary; (2) necessary nursing services; (3) all necessary diagnostic procedures and drugs, and surgical supplies in the hospital; (4) operating room and anaesthetic facilities; and (5) radiotherapy and physiotherapy where available.

The Provinces may cover the entire costs through a service benefit, and five Provinces have elected this method. They may require payment of some authorized charges at the time service is received. Two Provinces require payments of \$1 or \$2 a day. Most Provinces have a scale of charges for outpatient or emergency benefits. Adequate records and ac-

* Division of Program Research, Office of the Commissioner.

¹ For a more detailed description of certain aspects of the program, see Sylva M. Gelber, "Hospital Insurance in Canada," *International Labour Review*, March 1959.

counts must be maintained, and licensing and inspection services must assure maintenance of high standards of hospital care.

The Provinces may elect to furnish some or all of the outpatient benefits provided under the Act; the Federal financing formula is the same as that used for hospital care. Outpatient benefits may include both emergency and diagnostic services. Three Provinces provide emergency and certain other specified diagnostic services, two provide only emergency outpatient services, and a sixth excludes emergency care but provides certain outpatient services.

Each Province decides for itself the form its program will take. The accompanying chart brings out the differences among the seven programs now in operation and indicates the expected nature of the programs starting in New Brunswick and Prince Edward Island later in 1959. Although the terms of population coverage vary slightly, the net effect will be nearly universal coverage in all nine participating Provinces. As the chart indicates, two of the Provinces—Alberta and British Columbia—will impose hesitation fees or daily authorized charges, continuing the pattern established under their previous Provincial hospitalization plans.

The Federal act also left it to the Provinces to select their individual methods of financing the Provincial share of the costs. One Province is using retail sales taxes, three are using general revenues, and three have insurance premiums. When New Brunswick and Prince Edward Island start their programs, it is expected that they, too, will require residents to pay premiums.

In those Provinces (Manitoba, Ontario, and Saskatchewan) financing the program through premiums paid by individuals the Provincial Government pays the cost of care received by public assistance recipients or pays their premiums. In Ontario the municipalities pay either costs or premiums for the medically indigent. In Manitoba the municipalities are responsible for premiums for persons receiving social assistance and pay the costs of care for those who are uninsured and indigent. In the Provinces financing the program from general revenues or from a sales tax,

no distinction need be made between assistance recipients and the remainder of the population except when daily authorized patient charges are imposed. In these instances such charges are assumed by the Provincial government.

The Federal Government's share of the annual costs for the seven Provinces now under the act is expected to be at the rate of \$160 million, equivalent to about 2.75 percent of the Federal budget. When the other Provinces come in, Federal costs will rise to about 4 percent of the Federal budget.

Voluntary Hospitalization Insurance

About 4 million Canadians had been members of the five Canadian Blue Cross plans. Blue Cross operations in the Province of Quebec will continue as before. The Manitoba Blue Cross plan is being dissolved and its personnel absorbed by the new Provincial hospital insurance commission. The three other Blue Cross plans are undergoing a period of radical readjustment and are changing their voluntary programs to offer coverage in excess of ward care. The Alberta plan expects to write this supplementary hospital coverage in Manitoba and Saskatchewan, as well as in Alberta.

The Blue Cross-Blue Shield plan located in New Brunswick will provide supplementary hospital coverage in the four Atlantic Provinces and will continue to provide medical and surgical benefits in these localities, except in Newfoundland, to children under age 16. Administrators of the Blue Cross plans anticipate that persons who have become accustomed to benefits for semiprivate accommodations will wish to purchase this type of protection to supplement the ward coverage of the Government program. Presumably commercial hospitalization insurance companies throughout Canada will be offering similar protection applicable to costs in excess of those for ward care provided under the Hospital Insurance and Diagnostic Services Act.

With respect to the effect of the new Government hospital plans providing ward care, it has been pointed out that little insurance to supplement the Provincial programs had

been purchased in British Columbia and Alberta in the past. In Ontario, there has already been some demand for supplementary hospitalization benefits of \$3-\$6 a day to provide semiprivate and private accommodations. These supplementary benefits are frequently combined with coverage for anesthetic and X-ray diagnostic charges (considered as "hospital extras" in Ontario and not covered by the Government plan except in emergencies) and with supplementary major medical protection. Eighty percent of those who previously had carried hospitalization insurance with one Ontario insurance company continued with a supplementary benefit policy. The Ontario Blue Cross plan is continuing to provide hospitalization insurance in the form of supplementary benefits. A company with headquarters in the United States is offering hospitalization coverage on a supplementary basis; up to 120 days of benefits and ambulance services and anesthetics are provided. This company has a comprehensive major medical plan with a deductible amount of \$25-\$50, generally with 25-percent coinsurance applicable to surgery costs only for the amounts by which they exceed those in the schedule.

Some collective bargaining agreements now require that supplementary hospitalization coverage be provided. The decrease in group accident and sickness premiums as a result of the Government hospitalization plan is estimated by persons in the private insurance field to amount to 15-20 percent.

In the recent past, experience had been unfavorable under the voluntary hospitalization plans. With the scope of their programs narrowed, they anticipate more favorable results in the future.

Background and Development

Canada's more westerly Provinces established public medical care programs almost 4 decades ago, not because of any underlying philosophical convictions about public or private health insurance but as a way of bringing hospital and medical services to the pioneer residents of these areas. In the United States a parallel development under private rather than public auspices occurred through

the comprehensive medical and hospital programs started in the West by the railroads and the lumbering and mining industries. In western Canada the municipalities built the hospitals and paid the doctors from local tax funds in order to distribute the costs among all the residents. This municipal system has continued to the present; approximately 180 municipalities in Saskatchewan, 19 in Manitoba, and six in Alberta have contracts with municipal doctors providing basic medical services for an

estimated 200,000 persons. The populations of the prairie Provinces are accustomed, therefore, to government participation in the financing of personal medical care programs.

Newfoundland, where many of the settlements are remote and the population is scattered and with generally low incomes, established a system of small cottage hospitals in 1934, and doctors were employed to provide medical care in certain outlying areas. This program was expanded gradually over the years. In 1957 a

children's health service plan was established that originally provided children up to age 16 with hospital care and, since February 1958, with physicians' services in hospitals. Both programs will in the future apply only to physicians' services. The cottage hospital plan will continue to provide physicians' services for residents in certain outlying areas of the Province, and the children's health service plan will provide only free medical and surgical services for hospitalized children.

Canada's Federal-Provincial hospital insurance plan: Comparison of Provincial programs, May 1959¹

Province, net population, ² and effective date ³	Coverage	Special benefit features	Method of financing Provincial share of costs	Method of financing hospital care of public assistance recipients	Provincial payments to hospitals	Provincial administration
Alberta (1,231,000), 1919; June 1, 1949; and July 1, 1958.	Automatic for all residents of Canada actually residing in Alberta. Those leaving Province are covered for 3 months or until eligible, under reciprocal Provincial agreement, in other participating Province (whichever period is shorter).	No outpatient benefits. Certain polio, arthritic, and cancer patients and all maternity cases have daily authorized charges paid for specified periods.	General revenues, 3-mill tax on municipalities, equalized assessment, and daily authorized patient charges: in hospitals of less than 30 beds, \$1.50; 30-89 beds, \$1.60; 90-179 beds, \$1.80; 180 beds or more, \$2. \$1 a day for newborn infants, up to \$30 maximum.	Province pays daily authorized charges; since April 1, 1959, outpatient services.	Per diem rate based on fixed operating costs.	Director of Hospitals Division, Provincial Department of Public Health, is Provincial authority.
British Columbia (1,561,000), Jan. 1, 1949, and July 1, 1958.	Automatic for all residents after 3 consecutive months in Province. Those leaving Province are covered for 3 months or until eligible, under reciprocal Provincial agreement, in other participating Province (whichever period is shorter).	No outpatient benefits.	General revenues and daily authorized patient charges of \$1.	Province pays daily authorized charges.	Per diem operating costs established from firm budget with adjustments when necessary for costs, which vary with occupancy.	Hospital Insurance Services, Provincial Department of Health and Welfare, is headed by a commissioner, directly responsible to the Provincial Minister of Health and Welfare.
Manitoba (871,000), July 1, 1958.	Mandatory for all residents. Those leaving Province are covered for 3 months or until eligible, under reciprocal Provincial agreement, in other participating Province (whichever period is shorter).	Emergency outpatient benefits, plus specified outpatient diagnostic benefits.	Annual premiums of \$24.60 for single person, \$49.20 for family head. Employers of 5 or more collect and transmit employees' premiums; others pay through municipality.	Province pays costs for specified public assistance recipients. Municipalities pay premiums for recipients of local social assistance and costs of care for uninsured "hospital indigent" residents.	Fixed per diem costs established from firm budget; payment made on a fixed-plus-variable basis, as in Saskatchewan.	Commissioner of Hospital Services Plan is responsible to the Provincial Minister of Health and Welfare and assisted by advisory hospital council (10-12 members), representing medicine, hospitals, nursing, municipal governments, and general public.
New Brunswick (584,000), July 1, 1959.	Mandatory for all residents.	Emergency outpatient service.	General revenues and annual premiums of \$25.20 for single person, \$50.40 for family head. Employers of 5 or more collect and transmit employees' premiums; others pay through municipality.	Not announced.....	Not announced.....	Hospital Service Commission (3-7 persons).
Newfoundland (443,000), 1934 and July 1, 1959.	Automatic for all residents. Those leaving Province are covered for 3 months or until eligible, under reciprocal Provincial agreement, in other participating Province (whichever period is shorter).	Specified outpatient diagnostic services and interpretations; no outpatient emergency care.	General revenues.....	No distinction between public assistance recipients and others in population.	Fixed rate established from budget and paid monthly on flat-rate basis.	A Division of the Provincial Department of Health; the Provincial Minister of Health is the Provincial authority.

See footnotes at end of table.

In Alberta in 1935 and in British Columbia in 1936 legislation was passed that provided for programs of government health insurance. Such a controversy arose, however, particularly in British Columbia, that the laws were not implemented. The controversy is said to have led to interest on the part of these Provinces in Federal action.

Not until 1942, however, did the Federal Government make any move in this direction. The Federal Government in that year established a special inquiry committee to study the health insurance question. After preparing an exhaustive report and drafting legislation, the committee referred the matter to the Federal House of Commons, and the question died there.

There followed a period of Provincial developments with little action at the Federal level. A free maternity hospital care program was introduced

in Alberta in 1945 for all mothers who had resided for a year in the Province or, under a 1949 amendment, whose husbands were qualified residents.

Two years later, in 1947, the Provincial government of Saskatchewan launched its hospitalization insurance program with premiums collected through the municipalities and the balance provided from general revenue and a sales tax. This action by a politically liberal government was followed in 1949 by the passage of a similar program by British Columbia's conservative government. In British Columbia the original scheme for financing the program through premiums was abandoned, and general revenues (including a Provincial sales tax), as well as a \$1-a-day charge to the patient, were used to finance the program until 1958.

In Alberta, the hospital insurance program inaugurated in 1949 allowed

local option; voters in each municipality or city decided whether to participate or not. About 75 percent of the population was under the scheme. Protection for ratepayers was financed by taxation, and nonratepayers were able to buy contracts for coverage.

This brief review of activity from 1934 onward indicates that most of the developments relating to public programs of hospital insurance were at the Provincial level — a fact of significance as the Federal program later unfolded; the role to be played by the Federal Government was not yet clear.

In 1945 a Federal-Provincial post-war conference on reconstruction was convened in Ottawa. Along with numerous other proposals in varied fields, the conference was presented with the proposal developed in 1942 by the advisory committee on health insurance. One of the basic questions

Canada's Federal-Provincial hospital insurance plan: Comparison of Provincial programs, May 1959¹—Continued

Province, net population, ² and effective date ³	Coverage	Special benefit features	Method of financing Provincial share of costs	Method of financing hospital care of public assistance recipients	Provincial payments to hospitals	Provincial administration
<i>Nova Scotia</i> (699,000), Jan. 1, 1959.	See Newfoundland....	Emergency outpatient care and specified outpatient diagnostic services.	New 3-percent hospital (retail sales) tax.	No distinction between public assistance recipients and others in population.	Fixed per diem rate established from budget and paid on flat-rate basis.	Hospital Insurance Commission (5-7 members).
<i>Ontario</i> (5,894,000), Jan. 1, 1959.	Mandatory for all residents employed in establishments with 15 or more employees; voluntary for all others. Those leaving Province are covered for 3 months or until eligible, under reciprocal Provincial agreement, in other participating Province (whichever period is shorter).	Emergency outpatient benefits. (Insured care provided in institutions for mentally ill and the tuberculous without Federal sharing in costs).	Annual premiums of \$25.20 for single person, \$50.40 for family head. Employers of 15 or more collect and transmit employees' premiums. Those covered voluntarily pay directly.	Province pays premiums for public assistance recipients who receive care under the medical welfare plan except those on unemployment relief. The latter and any "hospital indigents" may have premiums or costs paid by the municipality. If costs are paid, statutory per diem payments are made to hospital by both municipality and Province.	Fixed per diem rate established from budget and paid on flat-rate basis.	Hospital Services Commission (3-7 members).
<i>Prince Edward Island</i> (100,000), late 1959.	No information.....	No information.....	Plan expected to be financed by premiums.	No information.....	No information.....	Hospital Services Commission.
<i>Saskatchewan</i> (899,000), Jan. 1, 1947, and July 1, 1958.	See Manitoba.....	Emergency outpatient benefits and pathological examination of tissue.	General revenues and annual premiums of \$17.50 for single person, \$35 for family head, collected by municipality.	In general, Province pays premiums for all public assistance recipients except those receiving municipal social assistance, for whom the municipality pays premiums or hospital costs as for resident "hospital indigents."	Under 2-part formula, payments are slightly more than costs of fixed expenses and slightly less than costs of items that vary with occupancy.	Minister of Public Health is Provincial authority. The Hospital Services Plan functions as a Division of the Provincial Department of Public Health.

¹ Excludes Quebec (population 4.6 million); no commitment to start plan. Also excludes the Northwest and the Yukon Territories (Federal areas with population of 33,000), for which no plan has been announced by the Federal Government.

² Estimated as of June 1, 1959, by the Dominion Bureau of Statistics; excludes the Armed Forces, the Royal Canadian Mounted Police, and inmates of peni-

tentiaries, who are entitled to hospital care under legislation other than the Hospital and Diagnostic Services Act or the Provincial hospital insurance acts.

³ Where more than one date is shown, the first is the date the Provincial or municipal program started and the last is the date the Federal-Provincial program started.

before the conference concerned the redistribution of the fiscal powers of the Provinces and the Dominion Government. A comprehensive health insurance program, to be implemented in stages, was among the Dominion Government's proposals to the Provinces, but no agreement was reached on the distribution of fiscal arrangements between the Federal and the Provincial governments.

In 1948 the Dominion Government established a program of national health grants designed to strengthen the general health and hospital facilities of the Provinces. The program provided for surveys of health needs and health services, new hospital construction, training grants for health workers, increased funds for health research, and improvements in local public health services and services to mothers and children. Programs in the fields of mental illness, tuberculosis, and cancer were all expanded. In 1954 grants for child and maternal health, medical rehabilitation, and laboratory and radiological diagnostic services were added. The parallel to postwar Federal programs in the United States is apparent. It might also be mentioned that the Canadian Government allows deduction of the portion of medical expenses exceeding 3 percent of income in computing

the Federal personal income tax.

Another Federal-Provincial conference took place in 1954, and at this conference the request that consideration of health insurance be included on the agenda came from the Provinces. Later, in a statement dated January 26, 1956, the Prime Minister offered a Federal program limited to hospital insurance and diagnostic benefits. The legislative details were worked out during the next 15 months, and in April 1957 the Hospital Insurance and Diagnostic Services Act was passed by the Canadian Parliament. Its original terms required that it could not be implemented until a majority of the 10 Provinces, containing a majority of the population, had agreed to participate. Provinces that already had public programs agreed to the proposal promptly. The key to implementation of the law lay in the action that Ontario or Quebec might take, since 11 million of the 16 million Canadians live in these two Provinces. Ontario, with a population of 5.4 million, joined the four Provinces with public programs in March 1958 and was actually the first to sign the agreement. The little Province of Prince Edward Island, voting in April 1958 to come into the plan, brought to the necessary six the number of

Provinces agreeing to participate. Alberta, British Columbia, Newfoundland, Ontario, and Saskatchewan had already indicated their intention to become participants. At this stage, to avoid possible confusion regarding effective dates for grant-in-aid payments, the Federal Government amended its legislation to make the program effective on July 1, 1958. Manitoba and New Brunswick indicated their agreement slightly later, and Nova Scotia signed an agreement in October 1958.

Developments leading up to Canada's hospital insurance program were of a kind to cause little doubt of its wide acceptance by the Canadian people. Impetus for its passage developed largely at the Provincial level, where the nature of the economy made hospital programs under public auspices an acceptable *modus operandi*. The less populated and less industrialized Provinces favored Federal participation as a method of cost sharing by the more highly populated and industrialized Provinces. The Dominion Government proved flexible in adapting its offers of assistance to the tenor of Provincial thinking. Had the Province of Ontario been unwilling to join, the program in all probability would not have been started.

Notes and Brief Reports

1959 Amendments to the Railroad Retirement Act*

On May 19, 1959, President Eisenhower signed Public Law No. 86-28, significantly amending the Railroad Retirement Act, the Railroad Retirement Tax Act, and the Railroad Unemployment Insurance Act. The provisions affecting the Railroad Retirement Act are considered in some detail in the following pages. The principal provisions of the law as amended are summarized in the accompanying chart.

The new law increases all present and future benefits by 10 percent,

effective June 1959; raises the wage base from \$350 a month to \$400; liberalizes the disability earnings test; and permits early retirement for spouses and certain women workers on an actuarially reduced basis. Other provisions increase future tax rates and modify the work clause for survivor beneficiaries. All applicable maximum and minimum benefits are raised 10 percent, so that now, under the old-age, survivors, and disability insurance minimum guarantee provision, all beneficiaries are, in effect guaranteed at least 10 percent more than they would have received with the same earnings record under old-age, survivors, and disability insurance. No beneficiaries, therefore, received less than a 10-percent increase. The situation was unlike that after enactment of the 1956 amendments

to the Railroad Retirement Act,¹ which left the social security minimum provision unchanged—that is, the benefit was payable in the same amount as under old-age, survivors, and disability insurance.

The 1959 amendments bring the Railroad Retirement Act "into line" with the Social Security Act as amended in 1956 and 1958. Similarities include (1) the earnings base—\$400 a month under railroad retirement and \$4,800 a year under old-age, survivors, and disability insurance; (2) optional retirement for women at age 62, with benefits under the railroad program for both spouses and retired women workers reduced ½ of 1 percent for each month under age 65—the same reduction as under old-age, survivors, and disability in-

* Prepared by Jacob A. Lazerson, Division of the Actuary, Office of the Commissioner.

¹ See "1956 Amendments to the Railroad Retirement Act," *Social Security Bulletin*, May 1957.

Table 1.—Illustrative monthly retirement annuities under the Railroad Retirement Act, as amended in 1959

Average monthly compensation	Amount of annuity	
	Retired worker only	Retired worker and spouse ¹
10 years' service (completely insured individual) ²		
\$100.....	\$64.90	\$97.40
150.....	80.30	120.50
200.....	92.40	138.60
250.....	104.50	156.80
300.....	115.50	173.30
350.....	127.60	191.40
400 ³	129.70	209.60
10 years' service (not completely insured individual)		
\$100.....	⁴ \$50.00	⁴ \$75.00
150.....	⁴ 50.00	⁴ 75.00
200.....	50.20	75.30
250.....	58.60	87.90
300.....	66.90	100.40
350.....	75.30	113.00
400 ³	83.60	125.40
20 years' service		
\$100.....	⁴ \$83.50	⁴ \$125.30
150.....	83.70	125.60
200.....	100.40	150.60
250.....	117.10	175.70
300.....	133.80	200.70
350.....	150.50	220.40
400 ³	167.20	237.10
30 years' service		
\$100.....	\$87.90	\$131.90
150.....	125.60	188.40
200.....	150.60	220.50
250.....	175.70	245.60
300.....	200.70	270.60
350.....	225.80	295.70
400 ³	250.80	320.70
40 years' service		
\$100.....	\$117.20	\$175.80
150.....	167.40	237.30
200.....	200.80	270.70
250.....	234.20	304.10
300.....	267.60	337.50
350.....	301.00	370.90
400 ³	334.40	404.30

¹ Spouse assumed to be at least age 65, so that full spouse's benefit is payable. Effective February 1960, spouse's benefits subject to maximum of \$69.90.

² Includes those who would have been fully insured under the Social Security Act had railroad service always been covered. Old-age, survivors, and disability minimum guarantee applies.

³ All service must be after May 31, 1959.

⁴ Based on assumption of worker's current connection and with the old-age, survivors, and disability insurance minimum guarantee applicable. If no current connection exists, the amounts are as follows: For retired worker only: 10 years' service and average monthly compensation of \$100—\$29.30; 10 years' service and average monthly compensation of \$150—\$41.90; 20 years' service and average monthly compensation of \$100—\$58.60. For retired worker and spouse: 10 years' service and average monthly compensation of \$100—\$44.00; 10 years' service and average monthly compensation of \$150—\$62.90; 20 years' service and average monthly compensation of \$100—\$87.90.

insurance for retired women workers but less than the reduction ($\frac{25}{100}$ of 1 percent) under that program for spouses; and (3) future increases in the tax rate, with railroad retirement tax rates after 1964 directly related to the tax rates for old-age, survivors, and disability insurance imposed after that year.

Public Law 85-840, which amended the Social Security Act in 1958, affected the railroad retirement system through the financial interchange between the old-age, survivors, and disability insurance trust funds and the railroad retirement account. The benefit increases provided by those amendments favor the railroad retirement system; the net result of the amendments, however, was a gain to the old-age, survivors, and disability insurance trust funds of approximately $\frac{1}{4}$ of 1 percent of railroad payroll, primarily because of the scheduled acceleration in the tax rates. In July 1958, \$124.4 million was transferred from the old-age and survivors insurance trust fund to the railroad retirement account as a result of all calculations through the fiscal year 1956-57.² It is estimated that substantial amounts—more than \$200 million—will be transferred annually from the trust fund to the account for a number of years in the future.

Tables 1 and 2 give illustrative monthly retirement and survivor annuities for various combinations of average monthly compensation, years of service, and family composition. Some of these illustrative annuities cannot be awarded in 1959, however, because (1) it is impossible to have had 30 or 40 years of service since 1936 and (2) average monthly compensation of \$350 or \$400 could not have been achieved by 1959. It will be several years before a railroad employee retiring with more than 10 years of service can have an average monthly compensation of \$350 or \$400.

In table 1, individuals with 10 years of service are considered in two categories—those completely insured (or who would have been fully insured

² See "Experience Under Financial Interchange, OASDI and Railroad Retirement System," *Social Security Bulletin*, September 1958.

Table 2.—Illustrative monthly survivor annuities under the Railroad Retirement Act, as amended in 1959¹

Average monthly remuneration	Amount of annuity	
	Widow aged 60 or over	Widow and 2 children
10 years' service		
\$100.....	² \$48.80	\$102.20
150.....	² 60.30	² 132.20
200.....	² 69.30	² 177.80
250.....	² 78.50	² 209.30
300.....	² 86.70	² 231.30
350.....	² 95.70	² 255.40
400.....	² 104.90	² 279.60
20 years' service		
\$100.....	² \$48.80	\$111.30
150.....	² 60.30	² 132.20
200.....	² 69.30	² 177.80
250.....	² 78.50	² 209.30
300.....	² 86.70	² 231.30
350.....	² 95.70	² 255.40
400.....	² 104.90	² 279.60
30 years' service		
\$100.....	\$51.70	\$120.70
150.....	² 60.30	² 138.90
200.....	² 69.30	² 177.80
250.....	² 78.50	² 209.30
300.....	² 86.70	² 231.30
350.....	² 95.70	² 255.40
400.....	² 104.90	² 279.60
40 years' service		
\$100.....	\$55.70	\$129.90
150.....	64.10	149.50
200.....	72.50	² 177.80
250.....	80.90	² 209.30
300.....	89.30	² 231.30
350.....	97.70	² 255.40
400.....	106.10	² 279.60

¹ All service assumed to be after 1936, with earnings of at least \$200 each year of service.

² Old-age, survivors, and disability insurance minimum guarantee applies.

under the Social Security Act had railroad service always been covered) and those not completely insured. The reason is that under the Railroad Retirement Act an individual who retires with completely insured status under that act is guaranteed a benefit that is at least equal to 110 percent of the benefit payable under old-age, survivors, and disability insurance. The benefits shown for 10 years' service are therefore basically the amounts that would be payable under the old-age, survivors, and disability insurance program.³ For individuals

³ It has been assumed that the employee is not simultaneously entitled to an old-age, survivors, and disability insurance benefit based on wages only, since the guarantee seldom applies in such instances.

Principal provisions of the Railroad Retirement Act, 1959

Initial qualification for benefits:

At least 10 years of railroad service is required to qualify for all but one type of benefit under the Railroad Retirement Act (see item A (8)). Persons with less than 10 years of service are transferred, in essence, to OASDI¹ system.

A. Benefits payable to—

- (1) **Age annuitant:**
Aged 65 or over, or aged 60 or over if 30 or more years of service (but for men under age 65, annuity reduced $\frac{1}{160}$ for each month under age 65 at time of retirement). Women with less than 30 years of service may retire at ages 62-64, but with annuity reduced $\frac{1}{160}$ for each month under age 65 at time of retirement.
- (2) **Disability annuitant:**
Unable to engage in any regular employment, or unable to engage in usual occupation if "current connection" with railroad industry when disabled and if 20 or more years of service or if aged 60 or over.
- (3) **Spouse of annuitant aged 65 or over:**
Aged 65 or over or any age with child (including disabled child) in care, if child would qualify for survivor benefit on death of annuitant, or aged 62-64 (with reduction of $\frac{1}{160}$ for each month under age 65).
- (4) **Widow:**
Aged 60 or over, or with dependent child under age 18 (or aged 18 or over if child is disabled and disability began before that age). Dependent widower aged 60 or over.
- (5) **Children of deceased individual:**
Under age 18 (or aged 18 or over if child is disabled and disability began before that age).
- (6) **Dependent parent:**
Aged 60 or over, and no surviving spouse or child who could ever receive monthly benefits.
- (7) **Lump-sum death payment:**
For deaths when no monthly benefits payable immediately.
- (8) **Residual death payment:**
Payable after all benefit rights, including those of survivors, have terminated—to assure total payments of at least employee contributions paid plus some allowance for interest. Suitable modifications for those with less than 10 years of service. (See item on initial qualification.)

B. Insured status for survivor benefits

- (1) **"Quarter of coverage":**
In general, calendar quarters with \$50 or more of railroad compensation after 1936 or similar credits under OASDI.
- (2) **"Current connection":**
In general, exists at time of retirement or death if 1 year of railroad service in preceding 2½ years.
- (3) **Completely insured status:**
 - (a) Current connection, and either (i) 1 quarter of coverage for each 2 quarters after 1936 (or after age 21 if later) and before 65 (or death or retirement if earlier), with minimum of 6 quarters of coverage, (ii) 40 quarters of coverage, or (iii) would be fully insured under the Social Security Act; or
 - (b) Retirement annuity based on at least 10 years of service accrued before 1948, or pension payable from former railroad private plans.
- (4) **Partially insured status:**
Current connection, and 6 quarters of coverage in year of death or retirement and 3 preceding years.
- (5) **Transfer of credits to OASDI system:**
If not insured as in items (3) and (4), railroad credits used in determining survivor benefits under OASDI.

C. Amount of retirement benefits

- (1) **"Years of service":**
All service after 1936 plus—for those in "employment status" Aug. 29, 1935—service before 1937 that will make total of not more than 30 years.
- (2) **"Average monthly compensation":**
Average of creditable compensation paid in period of service counted; maximum of \$300 creditable for any month before July 1954, \$350 for any month July 1954-May 1959, and \$400 for any month after May 1959. For retirement after end of year in which age 65 is attained, amount computed as of end of such year is used if larger. Special method used for determining average earnings for services before 1937.
- (3) **Monthly benefit amount:**
3.35% of first \$50 of monthly compensation, plus 2.51% of next \$100, plus 1.67% of next \$250, all multiplied by the years of service.
- (4) **Minimum benefit amount:**
 - (a) If having current connection at retirement, amount determined under item (3) shall not be less than the least of \$83.50, \$5.00 times years of service, or 110% of average monthly compensation.
 - (b) "OASDI minimum guarantee" (see item F (9)).

D. Basic amount of survivor benefits

- (1) **"Average monthly remuneration":**
Based on railroad compensation and OASDI credits from 1937 to first day of calendar year (a) employee attained age 65 and was completely insured, or (b) employee died, or (c) following year of employee's death, divided by elapsed period to applicable date (omitting periods during which a retirement annuity was payable to him), whichever provides the highest average. Maximum combined earnings are \$3,600 a year through 1954 (compensation alone creditable to a maximum of \$3,900 in 1954); \$4,200 for 1955-1958; and \$4,800 thereafter.
- (2) **"Basic amount":**
49% of first \$75 of average monthly remuneration, plus 12% of remainder of average monthly remuneration, all increased by 1% for each year after 1936 with \$200 or more of remuneration. Minimum basic amount is \$16.95. For individuals completely insured as under item B (3) (b), basic amount alternatively computed from average monthly compensation (item C (2)) or from average monthly earnings of pensioner but without 1% increase for years after 1936, and higher amount used.
- (3) **Maximum family benefits:**
\$193.60 or 2% times the basic amount, whichever is the lesser, but not less than \$36.30 or the OASDI minimum guarantee (see item F (9)); a dollar maximum of \$279.40 can thus be produced.
- (4) **Minimum family benefits:**
\$16.95; also OASDI minimum guarantee (see item F (9)).

E. Normal amounts of dependent and survivor benefits

- (1) **Spouse:**
50% of full retirement or disability annuity (disregarding any reduction made for retirement before age 65 or joint-and-survivor option election), with the maximum 110% of the maximum wife's benefit under OASDI.
- (2) **Widow:**
100% of survivor basic amount. Not less than any spouse's annuity received immediately before widow's annuity becomes payable.
- (3) **Child of deceased worker:**
66⅔% of survivor basic amount.

¹ Old-age, survivors, and disability insurance.

Principal provisions of the Railroad Retirement Act, 1959—Continued

- (4) Dependent parent:
66⅔% of survivor basic amount.
- (5) Lump-sum death payment:
10 times survivor basic amount.

F. Miscellaneous benefit provisions

- (1) Employment permitted retired workers and spouses:
None for any railroad or for last employer before retirement. No restriction on the employment except where OASDI minimum guarantee applies (and then only with respect to the additional amount payable).
- (2) Employment permitted disability annuitants:
Earnings of \$1,200 a year in wages and self-employment permitted while under age 65; 1 month's benefit withheld for every \$100 of annual earnings in excess of \$1,200. No earnings restriction after age 65.
- (3) Employment permitted survivor beneficiaries:
None for any railroad and to the same extent as for OASDI beneficiaries (full benefits if earnings from wages and self-employment are \$1,200 or less a year, but in any event for months with \$100 or less of wages and no substantial service in self-employment).
- (4) Effect of railroad work on benefits of OASDI beneficiaries:
Railroad earnings counted in determining if benefits are payable.
- (5) Duplication of benefits under railroad system:
Survivor beneficiary may also receive retirement annuity concurrently.
- (6) Duplication of retirement annuity with OASDI benefits:
Allowed.
- (7) Duplication of spouse's annuity with OASDI benefits:
When individual is eligible only for OASDI wife's benefit, no reduction made in annuity; when eligible for other type or types of OASDI benefit, annuity reduced by any excess of all OASDI benefits over full amount of wife's benefit (if any).
- (8) Duplication of survivor benefits with OASDI benefits:
Allowed (except benefits not payable under both systems on basis of same wage record).
- (9) "OASDI minimum guarantee" provision:
Retirement or survivor benefits under railroad system, plus any OASDI benefits payable, will not be less than 110% of OASDI benefits on basis of combined credits under both systems.

- (10) Credit for military service:
Given at rate of \$160 a month for service during a war-service period if in railroad service in year of entry into military service or in preceding year. Special provisions for crediting military service rendered before 1937. Provisions against using same service under more than one Federal system.
- (11) Time within which benefits must be claimed:
Lump-sum death payment within 2 years. No limit for residual death payment. Monthly benefits retroactive for 12 months.
- (12) Right of waiver of annuity or pension:
Any person may decline to accept all or any part of an annuity or pension, but pensions and annuities under the Railroad Retirement Act shall not be considered as income for purposes of non-service-connected military service pensions.
- (13) The work restrictions on survivor beneficiaries working outside the United States are the same as for such beneficiaries working in the United States.

G. Financing

- (1) Tax rates:
Combined rates, shared equally by employer and employee, paid on maximum compensation of \$400 a month: 13½% (June 1959–December 1961); 14½% (1962–64); 1965 and thereafter rates will be increased by number of percentage points that OASDI rates exceed 5½%. Current schedule provides for a 16% rate in 1965, a 17% rate in 1966–68, and 18% in 1969 and thereafter.
- (2) Government contribution:
Actuarially determined cost of additional benefits for military service rendered before 1937. Regular employer and employee taxes on other creditable military service based on imputed earnings of \$160 a month.
- (3) Interest rate on investments:
Minimum of 3% a year prescribed.
- (4) OASDI "financial interchange":
OASDI trust funds to be put in same position in which they would have been if railroad employment after 1936 had been covered under OASDI, by transfers in appropriate direction. Takes into account, among other matters, payment of benefits on basis of combined earnings credits.

with 20 or more years of service, the railroad retirement formula yields a higher retirement benefit than does the old-age, survivors, and disability insurance formula.

Table 2 shows the effect of the 1959 amendments on monthly survivor annuities. It will be seen that practically all annuities to dependents of railroad employees who die with 30 years of service or less are paid in accordance with the provisions of the Social Security Act, with benefits increased by 10 percent. Even for benefits based on as many as 40 years of service, these provisions generally govern the annuities granted to large survivor families. In general, only aged widows of employees with very long service will receive survivor an-

nuities based on the formula in the Railroad Retirement Act.

Before the passage of the 1959 amendments to the Railroad Retirement Act, there was an actuarial deficiency of more than 4 percent of payroll, according to the most recent actuarial valuation of the future contingencies affecting assets and liabilities of the railroad retirement account.⁴ The Railroad Retirement Board has estimated that Public Law 86-28 will substantially reduce this deficit and that, on the basis of the act as amended, the railroad retirement system has an actuarial defi-

⁴ See Abraham M. Niessen, "Seventh Actuarial Valuation of the Railroad Retirement System," *Social Security Bulletin*, May 1959.

ciency of 0.60 percent of payroll. This reduction of actuarial deficiency has been primarily achieved through the substantial increase in the scheduled tax rates within the next decade. This change, plus the establishment of the higher maximum earnings base, more than offset the liberalized benefits. As presently constituted, the law specifies an ultimate combined contribution rate for retirement purposes of 18 percent of payroll. In addition, the employer will be assessed a payroll tax of 3¾ percent for unemployment insurance purposes; this percentage may be somewhat reduced if substantial amounts are built up in the unemployment insurance fund. If the tax rates presently prescribed for the old-age, survivors, and disability in-

insurance program after 1964 are raised, the result will be a comparable increase in the railroad retirement payroll taxes.

The new law also provides that railroad retirement benefits will not be counted as "income" in connection with veterans' non-service-connected pensions that are subject to a means test. In addition, a provision amending the Railroad Unemployment Insurance Act affects the Railroad Retirement Act. Under this amendment, funds from the railroad retirement account may be allocated to the unemployment insurance account at the discretion of the Railroad Retirement Board; the amount is to be repaid with interest at 3 percent.

Recent Publications*

Social Security Administration

ROSENTHAL, MAURICE J., and SULLIVAN, MARY E. *Psychiatric Consultation in a Public Child Welfare Agency: Report of a Project.* (Children's Bureau Publication No. 372—1959.) Washington: U. S. Govt. Print. Off., 1959. 149 pp. 50 cents.

A study designed to learn specific needs for consultation in the public child welfare program and to develop better methods and techniques.

General

BUREAU OF NATIONAL AFFAIRS. *Federal-State Regulations of Welfare Funds.* Washington: The Bureau, 1958. \$4.

Includes text of laws, comparison of Federal and State requirements, congressional debate, and conference and committee reports.

CHAMBER OF COMMERCE OF THE UNITED STATES. ECONOMIC RESEARCH DEPARTMENT. *Fringe Benefits, 1957.* Washington: The Chamber, 1958. 39 pp. \$1.

A research study of the scope and nature of fringe benefits.

CONFERENCE ON RESEARCH IN INCOME AND WEALTH. *An Appraisal of the 1950 Census Income Data. A Report of the National Bureau of Eco-*

omic Research. (Studies in Income and Wealth, Vol. 23.) Princeton: Princeton University Press, 1958. 450 pp. \$10.

The nature, reliability, and uses of income data in the 1950 Decennial Census of Population.

KIMMEL, LEWIS H. *Federal Budget and Fiscal Policy, 1789—1958.* Washington: The Brookings Institution, 1959. 337 pp. \$5.

Traces the evolution of budget and fiscal policy to provide a background for understanding current policies.

"Problems in Unemployment Insurance: The Role of UI in Depressed Areas," by Gerald G. Somers; "Policy Implications of UI Financing," by George F. Rohrlach. *Monthly Labor Review*, Vol. 82, Mar. 1959, pp. 245—251. 55 cents.

SLAVICK, FRED. *Voluntary Quit Disqualification in Unemployment Insurance — The Iowa Experience.* (Research Series No. 20.) Iowa City: State University of Iowa, College of Commerce, Bureau of Labor and Management, 1958. 70 pp.

SMUTS, ROBERT W. *Women and Work in America.* New York: Columbia University Press, 1959. 180 pp. \$4.50.

How the nature of women's work has changed with the Nation's urban and industrial growth.

U. S. DEPARTMENT OF COMMERCE. OFFICE OF BUSINESS ECONOMICS. *U. S. Income and Output: A Supplement to the Survey of Current Business.* Washington: U. S. Govt. Print. Off., 1958. 241 pp. \$1.50.

Report on postwar growth of national income and product, using revised and expanded national income statistics.

Retirement and Old Age

"Adjustment to Retirement." *Journal of Social Issues*, Vol. 14, No. 2, 1958, entire issue. \$1.25.

Includes articles by Gordon F. Streib, Wayne E. Thompson, and Edward A. Suchman on the Cornell study of occupational retirement, pre-retirement anticipation and adjustment to retirement, family patterns, and health and economic deprivation in retirement.

CAMPBELL, ZOE. "Spending Patterns of Older Persons." *Management Record*, Vol. 21, Mar. 1959, pp. 85—87 ff.

Spending patterns of older and younger families at four income levels.

NATIONAL OLD PEOPLE'S WELFARE COUNCIL. *The Care of the Elderly. Report of the Ninth Conference . . .* London: The Council, 1958. 86 pp. 3s. 6d.

Papers and discussion on preparation for retirement, housing, future pattern of care through health and welfare services, and the changing pattern of comprehensive care.

"Recent Changes in the French Social Security Scheme." *Industry and Labour*, Vol. 21, Mar. 1959, pp. 183—187. 25 cents.

Contributions, benefits, financial structure, penalties for nonpayment of contributions, and claims.

Public Welfare

AMERICAN PUBLIC WELFARE ASSOCIATION. *Medical Care in Public Welfare.* Chicago: The Association, 1959. 44 pp. \$1.

Summary of material presented in an institute, sponsored by the Association, that explored the role of medical care in public welfare and considered the concepts of medical care, program planning, administration, payment methods, and research and studies.

ANSHEN, RUTH NANDA, editor. *The Family: Its Function and Destiny.* (Rev. ed.) New York: Harper & Brothers, 1959. 538 pp. \$6.50.

BARNARD, MARGARET. "New Developments in Services to PA Recipients." *Public Welfare*, Vol. 17, Apr. 1959, pp. 55—60 ff. \$1.

The special program of services to assistance recipients developed by the New York State Department of Social Welfare.

COHEN, WILBUR J. "Needed Changes in Social Welfare Programs and Objectives." *Social Service Review*, Vol. 33, Mar. 1959, pp. 30—42. \$2.25.

EDMONDSON, E. S. "The Public Welfare Agency in Community Planning to Strengthen Family Life." *Public Welfare*, Vol. 17, Apr. 1959, pp. 79—82 ff. \$1.

KENDALL, KATHERINE A. "Selected Issues in Field Instruction in Education for Social Work." *Social Service Review*, Vol. 33, Mar. 1959, pp. 1—9. \$2.25.

KING, CLARENCE. *Working with People in Small Communities: Case Records of Community Development in Different Countries.* New York: Harper & Brothers, 1958. 130 pp. \$2.50.

Examples from 10 countries.

PUMPHREY, RALPH E. "Compassion

(Continued on page 24)

* Prepared in the Library, Department of Health, Education, and Welfare. Orders for items listed should be directed to publishers and booksellers. Federal publications for which prices are listed should be ordered from the Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C.

Current Operating Statistics

Table 1.—Selected social insurance and related programs, by specified periods, 1940-59

[In thousands; data corrected to June 5, 1959]

Year and month	Total	Retirement, disability, and survivor insurance										Unemployment insurance				
		Monthly retirement and disability benefits ¹				Survivor benefits						Temporary disability benefits under Railroad Unemployment Insurance Act ⁹	State laws ¹⁰	Veterans' legisla- tion ¹¹	Railroad Unemploy- ment Insurance Act ⁸	
		Social Security Act	Rail- road Retirement Act	Civil Service Com- mis- sion ²	Veter- ans Ad- minis- tration ³	Monthly				Lump-sum ⁷						
						Social Security Act ⁴	Rail- road Retirement Act ⁵	Civil Service Com- mis- sion ²	Veter- ans Ad- minis- tration ⁶	Social Secu- rity Act	Other ⁸					
1958		Number of beneficiaries														
April		8,759.7	470.2	304.0	2,832.9	2,868.4	230.0	101.2	(12)	74.1	16.7	28.6	2,966.9	95.8	157.2	
May		8,866.9	473.1	306.4	2,841.5	2,891.5	231.1	102.6	(12)	64.0	15.9	23.8	2,731.7	87.0	138.1	
June		8,985.5	476.0	309.4	2,850.5	2,919.8	231.7	106.4	1,187.9	64.3	13.7	22.5	2,590.3	89.0	117.4	
July		9,071.2	477.1	312.2	2,858.3	2,940.6	232.3	107.2	(12)	51.6	15.0	26.1	2,234.1	92.4	112.4	
August		9,168.7	478.8	314.0	2,867.6	2,963.4	233.7	107.7	(12)	59.9	13.9	31.8	2,676.5	65.0	128.7	
September		9,244.7	481.3	316.1	2,875.1	2,983.6	234.4	124.0	1,188.7	68.7	13.2	33.9	2,440.1	47.5	120.9	
October		9,323.0	483.1	318.7	2,883.5	3,004.5	235.2	128.0	(12)	51.6	13.8	35.2	2,062.5	30.3	122.5	
November		9,415.7	485.3	321.0	2,891.2	3,014.5	236.3	130.7	(12)	50.3	12.6	31.1	1,922.9	27.7	106.6	
December		(12)	485.2	323.2	2,898.3	(*)	236.8	132.5	1,193.3	(12)	13.3	36.0	2,175.8	29.8	129.4	
1959																
January		9,510.0	485.0	324.8	2,899.4	3,055.8	236.1	133.6	(12)	109.6	13.4	36.7	2,612.5	33.0	139.9	
February		9,597.9	489.0	326.9	2,900.4	3,076.8	238.2	135.0	(12)	61.3	15.3	27.0	2,588.4	31.5	103.8	
March		9,721.5	493.5	329.0	2,901.2	3,105.9	239.1	136.4	(12)	72.7	15.9	25.8	2,356.1	25.9	83.4	
April		9,830.9	496.8	331.2	2,912.3	3,136.5	240.4	137.9	(12)	71.9	17.7	24.4	2,028.1	19.3	68.7	
		Amount of benefits ¹⁴														
1940	\$	1,183,462	\$17,150	\$114,166	\$62,019	\$317,851	\$6,371	\$1,448		\$105,696	\$11,833	\$12,267		\$518,700		\$15,961
1941		1,079,648	51,169	119,912	64,933	320,561	23,644	1,559		111,799	13,270	13,943		344,321		14,537
1942		1,124,351	76,147	122,806	68,115	325,265	39,523	1,603		111,193	15,005	14,342		344,084		6,268
1943		911,696	92,943	125,795	72,961	331,350	55,152	1,704		116,133	17,843	17,255		79,643		917
1944		1,104,638	113,487	129,707	77,193	456,279	73,451	1,765		144,302	22,034	19,238		62,385	\$4,215	582
1945		2,047,025	148,107	137,140	83,874	697,830	99,651	1,772		254,238	26,127	23,431		445,866	126,630	2,359
1946		5,135,413	222,320	149,188	94,585	1,268,984	127,933	1,817		333,640	27,851	30,610		1,094,850	1,743,718	39,917
1947		4,658,540	287,554	177,053	106,876	1,676,029	149,179	19,283		382,515	29,460	33,115	\$11,368	776,165	970,542	39,401
1948		4,454,705	352,022	208,642	132,852	1,711,182	171,837	36,011	\$918	413,912	32,315	32,140		793,265	510,167	28,599
1949		5,613,168	437,420	240,893	158,973	1,692,215	196,586	39,257	4,317	477,406	33,158	31,771	30,103	1,737,279	430,194	103,596
1950		5,196,761	651,409	254,240	175,787	1,732,208	276,945	43,884	8,409	491,579	32,740	33,578	28,099	1,373,426	34,653	59,804
1951		5,503,855	1,321,061	268,733	196,529	1,647,938	506,803	49,527	14,014	519,398	57,337	33,356	26,297	840,411	2,234	20,217
1952		6,285,237	1,539,327	361,200	225,120	1,722,225	591,504	74,085	19,986	572,983	63,298	37,251	34,689	998,237	3,539	41,793
1953		7,353,396	2,175,311	374,112	269,300	1,840,437	743,536	83,319	27,325	613,475	87,451	43,377	45,150	962,221	41,698	46,684
1954		9,455,374	2,697,982	428,900	298,126	1,921,380	879,952	93,201	32,530	628,801	92,229	41,480	49,173	2,026,866	107,666	157,088
1955		10,275,552	3,747,742	438,970	335,876	2,057,515	1,107,541	121,847	39,362	688,426	112,871	42,233	51,945	1,350,268	87,672	93,284
1956		11,193,067	4,361,231	490,445	400,647	2,101,798	1,244,073	133,171	49,675	699,204	109,304	41,895	49,538	1,380,726	60,917	70,443
1957		13,560,263	5,744,490	538,501	474,841	2,180,509	1,520,749	143,826	58,265	748,660	138,785	47,278	51,292	1,766,445	53,087	93,535
1958		17,512,022	6,722,871	570,741	561,988	2,382,215	1,720,146	153,947	74,185	794,253	132,908	56,043	51,920	3,979,946	82,035	228,824
1959																
April		1,474,691	507,891	45,563	44,771	198,198	133,148	12,263	5,564	66,688	15,019	4,910	4,037	403,845	9,833	23,153
May		1,436,865	515,165	45,907	45,127	197,430	134,534	12,345	5,636	66,430	12,904	4,954	3,426	363,550	8,922	20,574
June		1,403,883	523,478	46,225	45,400	196,953	136,206	12,402	5,695	66,269	13,039	4,288	3,056	325,121	8,853	16,651
July		1,437,935	529,845	46,361	45,639	199,657	137,519	12,459	5,729	66,654	10,444	4,292	3,404	351,050	10,151	14,735
August		1,442,965	538,755	46,561	48,843	199,305	138,972	12,556	6,570	66,968	12,128	3,970	4,660	337,352	6,553	19,861
September		1,434,402	544,331	46,847	49,823	197,823	140,289	12,617	7,056	67,144	14,032	4,638	4,858	322,878	5,047	18,144
October		1,403,179	549,432	47,064	50,224	201,983	141,503	12,687	7,193	67,626	10,493	5,273	5,377	281,885	3,391	19,076
November		1,348,892	555,238	47,300	50,256	201,244	142,291	12,765	7,211	66,765	10,168	4,791	4,449	227,723	2,693	16,090
December		(15)	(15)	47,330	50,839	201,017	(15)	12,818	7,309	67,250	(15)	5,092	5,424	295,602	3,311	19,755
1959																
January		1,546,528	602,924	48,050	51,000	205,188	156,826	13,373	7,308	67,300	22,409	4,583	4,979	338,757	3,486	20,345
February		1,501,047	610,277	48,532	51,421	198,109	158,380	13,553	7,444	67,582	12,643	5,441	3,517	307,403	2,993	13,752
March		1,519,453	619,810	49,030	52,193	202,964	160,371	13,626	7,588	67,851	15,015	5,876	3,513	306,451	2,688	12,477
April		1,484,747	627,853	49,518	52,415	206,796	162,367	13,783	7,643	68,519	14,955	6,627	3,203	259,950	2,019	9,000

¹ Under Social Security Act, (1) retirement benefits—old-age, wife's, and husband's benefits and benefits (partly estimated) to children of old-age beneficiaries (including those to disabled children aged 18 or over, beginning Jan. 1957) and (2) disability benefits—benefits to disabled workers aged 50-64 beginning July 1957 and, beginning Oct. 1958, to their dependent wives, husbands, and children (including disabled children aged 18 or over). Beginning Dec. 1951, includes spouse's annuities under Railroad Retirement Act.

² Data for civil-service retirement and disability fund; excludes noncontributory payments made under Panama Canal Construction Annuity Act. Through June 1948, retirement and disability benefits include payments to survivors under joint and survivor elections.

³ Pensions and compensation, and subsistence payments to disabled veterans undergoing training.

⁴ Mother's, widow's, widower's, parent's, and child's benefits; beginning Jan. 1957, includes payments (partly estimated) to deceased workers' disabled children aged 18 or over.

⁵ Annuities to widows under joint and survivor elections and, beginning Feb. 1947, survivor benefits—widow's, widower's (first paid Dec. 1951), widowed mother's, parent's, and child's.

⁶ Payments to veterans' widows, parents, and children; number, end of quarter.

⁷ Number of decedents on whose account lump-sum payments were made.

⁸ Under railroad retirement, Federal civil-service, and veterans' programs.

⁹ Represents average number of beneficiaries in a 14-day registration period; temporary disability benefits first payable July 1947.

¹⁰ Represents average weekly number of beneficiaries; includes data for payments to unemployed Federal workers beginning Jan. 1955 and to unemployed ex-servicemen beginning Nov. 1958, made by the States as agents of the Federal Government. Beginning June 1958, includes temporary unemployment compensation programs (\$33,052,590 paid in April 1959).

¹¹ Beginning Sept. 1944, under Servicemen's Readjustment Act, readjustment allowances to unemployed and self-employed veterans of World War II. Beginning Nov. 1952, under Veterans' Readjustment Assistance Act, unemployment compensation benefits to veterans with military service since June 1950. Number represents average weekly claims paid.

¹² Not available.

¹³ See footnote 5, table 4, page 24.

¹⁴ Payments: under Social Security Act annual data represent Treasury disbursements and, under Railroad Retirement Act, amounts certified (for both programs data for monthly benefits, by month, are for benefits in current-payment status); under Railroad Unemployment Insurance Act, amounts certified; for Veterans Administration programs, except the readjustment allowance program, disbursements; under the State unemployment insurance laws, Servicemen's Readjustment Act, and Veterans' Readjustment Assistance Act, checks issued; for civil-service programs, disbursements through June 1949 and authorizations beginning July 1949. Adjusted on annual basis except for civil-service data and payments under Railroad Unemployment Insurance Act, which are adjusted monthly.

Source: Based on reports of administrative agencies.

Table 2.—Contributions and taxes collected under selected social insurance and related programs, by specified period 1956-59

[In thousands]

Period	Retirement, disability, and survivor insurance				Unemployment insurance		
	Federal insurance contributions ¹		Federal civil-service contributions ²	Taxes on carriers and their employees	State unemployment insurance contributions ³	Federal unemployment taxes ⁴	Railroad unemployment insurance contributions ⁵
	Retirement and survivors	Disability					
Fiscal year:							
1956-57 ⁶	\$6,539,849	⁷ \$337,199	\$1,171,155	\$616,020	\$1,537,127	\$330,034	\$77,858
1957-58 ⁶	7,266,985	926,403	1,259,041	575,282	1,500,397	335,880	99,891
10 months ended:							
April 1957	4,927,587	⁷ 149,124	1,050,660	480,839	1,202,270	327,049	57,233
April 1958	5,440,833	678,311	1,033,155	461,981	1,195,285	333,084	73,746
April 1959	5,700,536	669,457	1,260,758	409,679	1,251,302	321,762	73,243
1958							
April	747,075	83,350	121,330	17,051	179,064	1,685	810
May	1,128,413	154,760	107,369	70,197	296,553	1,651	9,883
June ⁸	697,739	93,332	118,516	43,104	8,559	1,146	16,263
July	425,596	38,173	113,346	16,721	179,020	857	375
August	922,527	129,295	154,133	72,314	254,371	873	11,465
September	453,262	54,743	109,081	43,951	8,293	757	11,719
October	408,812	40,715	150,387	20,633	125,974	819	816
November	674,926	96,209	113,387	67,782	183,621	671	10,475
December	355,057	44,337	135,868	43,715	11,466	725	13,283
1959							
January	230,887	16,494	120,412	14,316	76,943	39,052	573
February	875,272	108,608	110,458	71,198	142,928	261,357	7,438
March	727,420	82,163	131,310	42,883	9,051	15,218	16,269
April	626,778	58,719	122,376	16,166	259,635	1,432	830

¹ Represents contributions of employees, employers, and the self-employed in employments covered by old-age and survivors insurance and, beginning January 1957, disability insurance; beginning December 1952, adjusted for employee-tax refunds; beginning May 1951, includes deposits in the trust fund(s) by States under voluntary coverage agreements; beginning January 1951, on an estimated basis, with suitable subsequent adjustments.

² Represents employee and Government contributions to the civil-service retirement and disability fund.

³ Represents deposits in State clearing accounts of contributions plus penalties and interest collected from employers and, in 3 jurisdictions, contributions from

employees; excludes contributions collected for deposit in State temporary disability insurance funds. Data reported by State agencies.

⁴ Represents taxes paid by employers under the Federal Unemployment Tax Act.

⁵ Beginning 1947, also covers temporary disability insurance.

⁶ Except for State unemployment insurance, as shown in the *Final Statement of Receipts and Expenditures of the U.S. Government*.

⁷ Contributions to disability insurance trust fund began February 1957.

Source: *Monthly Statement of Receipts and Expenditures of the U.S. Government* and other Treasury reports, unless otherwise noted.

PROGRAM OPERATIONS

(Continued from page 2)

week in April—a decline of 15 percent from the preceding month and 46 percent from April 1958. Fewer unemployed workers received benefit checks in an average week; the average of 1.7 million was 13 percent less than in March 1959 and 42 percent less than in April 1958. Benefits paid dropped more than 14 percent to a total of \$218.4 million and were 46 percent less than in April 1958. The average check paid for total unemployment was \$30.02; in the preceding month the average was \$30.38 and in April 1958 it was \$30.88. A drop of 6 percent brought the number of claimants exhausting their rights to benefits under the regular programs to 181,600.

Fewer workers claimed benefits under the temporary unemployment compensation programs in April than in March. The 28-percent drop in

the average (to about 222,000) reflected both the improved economic situation and the fact that the programs are nearing their end. Insured unemployment under the unemployment insurance program for ex-servicemen declined 7,100 to an average of 61,600, and benefits paid dropped about \$276,000 to \$8.5 million. Under the older program for veterans, insured unemployment averaged 15,600—6,800 less than the March average—and benefits declined approximately \$668,000 to \$2.0 million.

Advisory Committee on White House Conference on Aging

On June 2, 1959, the membership of the Advisory Council for the White House Conference on Aging, to be held in January 1961, was announced by Arthur S. Flemming, Secretary of Health, Education, and Welfare. At the opening of the first meeting (June 9 and 10), Mr. Flemming charged the

newly formed group with the responsibility for planning an action program for the Nation's rapidly increasing older population. Of the 131 members, 102 attended the opening session. The Secretary stressed the significance of their assignment. "There are almost 50 million Americans," he said, "who are 45 years of age and over in our country today whose economic security, employment, and retirement programs, including health and medical care, recreation, housing, and social and civic participation, will be a major concern of the White House Conference on Aging." Former Congressman Robert W. Kean, of New Jersey, is chairman of the Advisory Committee, and he appointed six subcommittees — on attendance and selection of delegates; national organization; organization of subject matter, procedure, and theme; program organization and arrangements; publicity; and State and local action.

Table 3.—Status of the old-age and survivors insurance and disability insurance trust funds, by specified period, 1937-59

[In thousands]

Period	Receipts		Expenditures		Assets at end of period		
	Net contribution income and transfers ¹	Interest received ²	Benefit payments	Administrative expenses ³	Invested in U.S. Government securities ⁴	Cash balances	Total assets
Old-age and survivors insurance trust fund							
Cumulative, January 1937-April 1959.....	\$61,585,336	\$5,368,128	\$44,365,432	\$1,435,015	\$20,116,268	\$1,036,749	\$21,153,017
Fiscal year:							
1956-57 ⁵	6,539,849	560,558	6,514,581	150,057	22,263,318	765,560	23,028,878
1957-58 ⁶	7,266,985	557,274	7,874,932	165,604	21,764,189	1,048,411	22,812,600
10 months ended:							
April 1957.....	4,927,587	323,994	5,226,358	124,944	21,424,200	1,069,188	22,493,388
April 1958.....	5,440,833	329,673	6,453,574	146,200	21,362,123	837,487	22,199,610
April 1959.....	5,700,536	332,498	7,523,108	169,510	20,116,268	1,036,749	21,153,017
1958							
April.....	747,075	21,362	710,473	18,856	21,362,123	837,487	22,199,610
May.....	1,128,413	9,695	710,190	13,762	21,733,623	880,143	22,613,766
June ⁶	697,739	⁷ 217,906	711,169	⁸ 5,642	21,764,189	1,048,411	22,812,600
July.....	425,596	1,614	822,184	19,129	21,474,961	923,535	22,398,497
August.....	922,527	11,943	707,613	14,396	21,689,015	921,943	22,610,958
September.....	453,262	15,960	716,471	23,262	21,502,387	838,061	22,340,448
October.....	408,812	21,384	703,008	17,601	21,148,151	901,884	22,050,035
November.....	674,926	9,530	698,756	16,482	20,997,551	1,021,703	22,019,254
December.....	355,057	214,020	703,598	20,310	20,953,408	911,014	21,864,422
1959							
January.....	230,887	1,980	751,454	16,709	20,395,900	933,226	21,329,126
February.....	875,272	15,934	790,721	17,388	20,280,440	1,131,783	21,412,224
March.....	727,420	⁹ 17,686	812,432	⁴ 6,586	20,411,558	926,753	21,338,310
April.....	626,778	22,445	816,871	17,645	20,116,268	1,036,749	21,153,017
Disability insurance trust fund							
Cumulative, January 1957-April 1959.....	1,933,059	33,664	434,326	34,286	1,455,434	42,676	1,498,110
Fiscal year:							
1956-57 ⁶	337,199	1,363	-----	1,305	325,363	11,895	337,258
1957-58 ⁶	926,403	15,843	168,420	12,112	1,054,458	44,515	1,098,973
10 months ended:							
April 1958.....	678,311	6,755	⁸ 129,838	2,505	858,659	31,323	889,982
April 1959.....	669,457	16,457	265,907	20,870	1,455,434	42,676	1,498,110
1958							
April.....	83,350	354	20,206	229	858,659	31,323	889,982
May.....	154,760	632	19,407	229	959,051	66,687	1,025,738
June ⁶	93,332	² 8,456	19,175	⁴ 9,378	1,054,458	44,515	1,098,973
July.....	38,173	46	18,747	69	1,085,186	33,190	1,118,376
August.....	129,295	410	19,551	69	1,170,578	57,884	1,228,461
September.....	54,743	188	22,646	69	1,221,478	39,198	1,260,676
October.....	40,715	403	26,060	545	1,234,262	40,928	1,275,189
November.....	96,209	554	27,021	545	1,264,062	80,326	1,344,387
December.....	44,337	13,523	23,189	545	1,320,758	57,756	1,378,514
1959							
January.....	16,494	102	32,793	738	1,316,678	44,901	1,361,578
February.....	108,608	794	31,096	246	1,359,353	80,285	1,439,638
March.....	82,163	² -54	32,860	⁴ 17,773	1,426,704	44,411	1,471,115
April.....	58,719	491	31,945	270	1,455,434	42,676	1,498,110

¹ For July 1940 to December 1950 equals taxes collected; beginning January 1951, equals amounts appropriated (estimated tax collections with suitable subsequent adjustments) and, from May 1951, deposits by States under voluntary coverage agreements. For 1947-51 includes amounts appropriated to meet costs of benefits payable to certain veterans' survivors. Beginning 1952 for the old-age and survivors insurance trust fund and January 1959 for the disability insurance trust fund, includes deductions for refund of estimated amount of employee-tax overpayment.

² Includes interest transferred from the railroad retirement account under the financial interchange provision of the Railroad Retirement Act, as amended in 1951 and 1956, and, beginning June 1958, from the disability insurance trust fund to the old-age and survivors insurance trust fund (see footnote 4).

³ Represents net expenditures for administration. Beginning November 1951, adjusted for reimbursements to trust fund of small amounts for sales of services. Beginning October 1953, includes amounts for expenses of plans and construction authorized by P.L. 170, 83d Cong., 1st sess.

⁴ Beginning January 1957, subject to subsequent adjustment (with interest) between the two trust funds; the first adjustment, \$9.1 million applicable to fiscal year 1956-57, was transferred from the disability trust fund in June 1958, and the second, \$17.5 million applicable to fiscal year 1957-58, was transferred in March 1959.

⁵ Book value; Includes net unamortized premium and discount, accrued interest, and repayments on account of accrued interest on bonds at time of purchase.

⁶ Revised to correspond with *Final Statement of Receipts and Expenditures of the U.S. Government*.

⁷ Includes payment of \$124 million to the railroad retirement account under the financial interchange provision of the Railroad Retirement Act, as amended in 1951 and 1956.

⁸ Nine months only; benefit payments began August 1957.

Source: *Monthly Statement of Receipts and Expenditures of the U.S. Government* and unpublished Treasury reports.

Table 4.—Old-age, survivors, and disability insurance: Monthly benefits in current-payment status at the end of selected months, December 1948–April 1959, by type of benefit, and monthly benefits awarded, April 1959¹

[Amounts in thousands; data corrected to May 27, 1959]

Item	Total			Old-age	Disability ¹	Wife's or husband's			Child's ⁴			Widow's or wid- ower's	Moth- er's	Par- ent's
	Total	OASI ²	DI ³			Total	OASI ²	DI ³	Total	OASI ²	DI ³			
	Number													
In current-payment status at end of month:														
December 1948	2,314,557	2,314,557		1,047,985		320,928	320,928		581,265	581,265		210,253	142,223	11,903
December 1950	3,477,243	3,477,243		1,770,984		508,350	508,350		699,703	699,703		314,189	169,438	14,579
December 1952	5,025,549	5,025,549		2,643,932		737,859	737,859		938,751	938,751		454,563	228,984	21,460
December 1954	6,886,480	6,886,480		3,775,134		1,015,892	1,015,892		1,160,770	1,160,770		638,091	271,536	25,057
December 1956	9,128,121	9,128,121		5,112,430		1,433,507	1,433,507		1,340,995	1,340,995		913,069	301,240	26,880
1958														
April	11,628,081	11,440,625	187,456	6,476,915	187,456	1,903,624	1,903,624		1,545,811	1,545,811		1,147,164	337,966	29,145
May	11,758,464	11,563,890	194,574	6,551,778	194,574	1,925,164	1,925,164		1,557,333	1,557,333		1,160,174	340,209	29,232
June	11,905,288	11,704,913	200,375	6,638,500	200,375	1,947,414	1,947,414		1,571,933	1,571,933		1,172,767	344,913	29,386
July	12,011,829	11,807,120	204,709	6,703,193	204,709	1,962,299	1,962,299		1,578,996	1,578,996		1,184,581	348,564	29,487
August	12,132,135	11,908,076	224,059	6,765,324	224,059	1,975,568	1,975,568		1,587,690	1,587,690		1,198,234	351,743	29,517
September	12,228,348	12,002,134	226,214	6,821,294	226,214	1,991,631	1,991,631		1,597,269	1,597,269		1,210,156	352,153	29,631
October	12,327,583	12,083,107	244,476	6,866,663	233,541	2,008,305	2,004,403	3,902	1,614,077	1,607,044	7,033	1,221,450	353,787	29,760
November	12,430,234	12,162,177	268,057	6,920,677	237,719	2,031,091	2,018,860	12,231	1,624,135	1,606,028	18,107	1,232,583	353,964	30,065
December ⁵														
1959														
January	12,565,823	12,263,577	302,246	6,968,335	248,894	2,045,988	2,025,344	20,644	1,663,592	1,630,884	32,708	1,254,302	354,028	30,684
February	12,674,727	12,359,615	315,112	7,026,854	254,701	2,063,391	2,039,655	23,736	1,676,635	1,639,960	36,675	1,267,444	354,689	31,013
March	12,827,393	12,498,748	328,645	7,111,435	261,266	2,088,632	2,062,296	26,336	1,695,411	1,654,368	41,043	1,282,174	356,995	31,480
April	12,967,396	12,629,974	337,422	7,187,142	265,858	2,110,941	2,083,136	27,805	1,714,849	1,671,090	43,759	1,296,422	360,250	31,934
Awarded, April 1959	242,382	225,315	17,067	118,003	10,167	45,237	42,477	2,760	36,772	32,632	4,140	22,076	9,400	727
	Monthly amount													
In current-payment status at end of month:														
December 1948	\$45,872.5	\$45,872.5		\$26,564.2		\$4,307.3	\$4,307.3		\$7,549.0	\$7,549.0		\$4,331.0	\$2,958.6	\$162.2
December 1950	126,856.5	126,856.5		77,678.3		11,994.9	11,994.9		19,366.3	19,366.3		11,481.3	5,800.8	534.9
December 1952	205,179.0	205,179.0		130,217.4		19,178.4	19,178.4		28,141.3	28,141.3		18,482.2	8,272.7	887.0
December 1954	339,342.0	339,342.0		223,271.8		32,270.6	32,270.6		40,996.4	40,996.4		29,525.7	12,088.9	1,188.6
December 1956	482,592.9	482,592.9		322,536.8		48,325.6	48,325.6		50,323.7	50,323.7		45,780.0	14,262.2	1,364.8
1958														
April	641,038.3	627,166.5	\$13,871.8	423,649.3	\$13,871.8	66,076.3	66,076.3		60,192.7	60,192.7		58,959.0	16,769.7	1,519.5
May	649,699.0	635,257.6	14,441.4	429,409.4	14,441.4	66,920.1	66,920.1		60,751.2	60,751.2		59,716.6	16,934.4	1,526.0
June	659,684.1	644,773.1	14,911.0	436,244.4	14,911.0	67,821.1	67,821.1		61,471.1	61,471.1		60,457.4	17,241.1	1,538.0
July	667,363.5	652,102.1	15,261.5	441,563.1	15,261.5	68,460.4	68,460.4		61,879.5	61,879.5		61,149.5	17,503.9	1,545.7
August	677,727.1	659,425.0	18,302.2	446,748.6	18,302.2	69,053.8	69,053.8		62,392.7	62,392.7		61,955.0	17,725.5	1,549.4
September	684,620.2	666,089.0	18,531.2	451,347.4	18,531.2	69,737.2	69,737.2		63,012.9	63,012.9		62,674.0	17,758.8	1,558.7
October	690,935.7	671,456.3	19,479.4	454,946.3	19,142.6	70,373.3	70,238.2	\$135.1	63,731.8	63,530.1	\$201.7	63,329.8	17,843.7	1,568.2
November	697,528.6	677,103.7	20,424.9	459,201.1	19,515.7	71,230.1	70,814.8	415.2	64,130.2	63,636.3	494.0	63,976.6	17,886.5	1,588.3
December ⁵														
1959														
January	759,750.1	736,167.1	23,583.0	497,547.3	21,876.1	77,097.1	76,355.1	742.0	71,832.6	70,867.7	964.9	69,977.3	19,671.5	1,748.2
February	768,656.8	744,262.9	24,393.9	503,286.7	22,441.7	77,951.9	77,097.1	854.8	72,597.0	71,499.6	1,097.4	70,826.5	19,780.0	1,773.0
March	780,181.2	754,952.8	25,228.4	510,893.7	23,044.9	79,065.0	78,116.5	948.5	72,569.0	73,334.0	1,235.0	71,778.4	20,022.1	1,808.2
April	790,219.9	764,420.0	25,799.9	517,379.6	23,465.2	80,001.0	78,995.5	1,005.6	74,557.7	73,228.5	1,329.2	72,704.5	20,270.3	1,841.6
Awarded, April 1959	15,667.8	14,500.7	1,167.1	9,412.3	924.7	1,757.9	1,651.8	106.2	1,579.6	1,443.4	136.2	1,341.0	603.7	48.5

¹ For an explanation of the treatment of dual entitlements, see the *Bulletin* for April 1957, p. 29, table 4, footnote 1.

² Benefits under the old-age and survivors insurance (OASI) parts of the old-age, survivors, and disability insurance program are payable from the old-age and survivors insurance trust fund to old-age insurance (retired worker) beneficiaries and their dependents and to survivors of deceased workers. Benefits under the disability insurance (DI) part of the program are payable from the disability insurance trust fund to disability insurance (disabled worker) beneficiaries and their dependents.

³ Monthly benefits to disabled workers aged 50-64.

⁴ Includes benefits payable to disabled persons aged 18 or over—dependent children of disabled, deceased, or retired workers—whose disability began before age 18.

⁵ To effect the benefit increases provided by the 1958 amendments, certain operations affecting statistical data on monthly benefits and lump sums awarded and monthly benefits in current-payment status were suspended for December 1958; the figures on benefits in current-payment status at the end of December 1958 are therefore not available.

RECENT PUBLICATIONS

(Continued from page 20)

and Protection: Dual Motivations in Social Welfare." *Social Service Review*, Vol. 33, Mar. 1959, pp. 21-29. \$2.25.

WOODS, SISTER FRANCES JEROME. *The American Family System*. New York: Harper & Brothers, 1959.

585 pp. \$6.50.

Considers the family as a social system, family types, social class structure, and demographic trends. Discusses the cycle of family life and the family and religion, government, law, economic factors, education, and social welfare. An annotated bibliography follows each chapter.

Child Welfare

CARSWELL, MARY F. "The Role and Function of the Psychiatric Social Worker in a Private Residential School for Mentally Retarded Children." *American Journal of Men-*

(Continued on page 27)

Table 5.—Old-age, survivors, and disability insurance: Estimated number of employers¹ and workers and amount of earnings in covered employment, for specified period, 1940-58²

[Data corrected to May 29, 1959. Beginning 1951, annual data include self-employment; quarterly data exclude self-employment and, after 1954, agricultural labor. Beginning 1955, estimates are preliminary]

Year and quarter	Employers reporting wages (in thousands)	Workers with taxable earnings ³ during period (in thousands)	Taxable earnings ⁴		All workers in covered employment during period ⁵ (in thousands)	Total earnings in covered employment ⁶	
			Total (in millions)	Average per worker		Total (in millions)	Average per worker
1940.....	2,500	35,393	\$32,974	\$932	35,393	\$35,668	\$1,008
1941.....	2,646	40,976	41,848	1,021	40,976	45,463	1,110
1942.....	2,655	46,363	52,939	1,142	46,363	58,219	1,256
1943.....	2,394	47,656	62,423	1,310	47,656	69,653	1,462
1944.....	2,469	46,296	64,426	1,392	46,296	73,349	1,584
1945.....	2,614	46,392	62,945	1,357	46,392	71,560	1,543
1946.....	3,017	48,845	69,088	1,414	48,845	79,260	1,623
1947.....	3,246	48,908	78,372	1,602	48,908	92,449	1,890
1948.....	3,298	49,018	84,122	1,716	49,018	102,255	2,086
1949.....	3,316	46,796	81,808	1,748	46,796	99,989	2,137
1950.....	3,345	48,283	87,498	1,812	48,283	109,804	2,274
1951.....	4,440	58,120	120,968	2,081	58,120	148,000	2,550
1952.....	4,450	59,576	128,724	2,161	59,576	161,000	2,700
1953.....	4,350	60,839	136,063	2,235	60,839	173,000	2,840
1954.....	4,350	59,610	133,588	2,241	59,610	172,000	2,890
1955.....	5,000	65,400	158,000	2,420	65,400	196,000	3,000
1956.....	5,100	68,600	171,000	2,490	68,600	216,000	3,150
1957.....	5,100	72,000	182,000	2,530	72,000	233,000	3,240
1958.....	5,100	72,000	183,000	2,540	72,000	235,000	3,260
1949							
January-March.....	2,639	38,162	23,376	613	38,162	24,254	636
April-June.....	2,693	38,591	22,571	585	38,564	24,570	632
July-September.....	2,697	38,333	20,160	526	39,601	24,971	631
October-December.....	2,692	34,529	15,701	455	39,477	26,194	664
1950							
January-March.....	2,671	37,393	23,490	628	37,393	24,316	650
April-June.....	2,766	39,264	24,052	613	39,557	26,210	663
July-September.....	2,768	40,486	22,382	553	41,923	28,165	672
October-December.....	2,741	35,609	17,574	494	41,792	31,113	744
1951							
January-March.....	3,552	43,908	30,336	691	43,908	31,000	710
April-June.....	3,658	45,483	30,693	675	45,718	33,000	720
July-September.....	3,635	45,693	27,815	609	46,778	33,000	710
October-December.....	3,638	41,846	22,702	543	46,107	35,000	760
1952							
January-March.....	3,595	45,145	33,159	734	45,145	34,000	750
April-June.....	3,690	46,659	32,627	699	46,903	35,000	750
July-September.....	3,663	46,772	29,166	624	48,082	36,000	750
October-December.....	3,640	42,630	24,067	565	47,697	39,000	820
1953							
January-March.....	3,590	46,951	36,382	775	46,951	37,000	790
April-June.....	3,662	48,220	35,963	746	48,497	39,000	800
July-September.....	3,654	47,637	30,864	648	49,187	39,000	790
October-December.....	3,652	41,353	22,824	552	48,046	41,000	850
1954							
January-March.....	3,620	45,984	35,813	779	45,984	37,000	800
April-June.....	3,726	46,790	35,084	750	47,115	38,000	810
July-September.....	3,715	46,250	30,058	650	47,972	38,000	790
October-December.....	3,768	40,292	22,598	561	46,984	41,000	870
1955							
January-March.....	3,830	46,700	38,053	815	46,700	39,000	840
April-June.....	3,951	48,400	38,776	801	48,600	41,000	840
July-September.....	3,948	49,300	35,621	723	50,500	43,000	850
October-December.....	3,985	44,800	28,054	626	50,000	46,000	920
1956							
January-March.....	3,976	49,100	43,031	876	49,100	44,000	900
April-June.....	4,055	50,800	42,547	838	51,100	45,000	880
July-September.....	4,052	50,900	36,811	723	52,400	47,000	900
October-December.....	4,063	45,700	28,958	634	51,900	49,000	940
1957							
January-March.....	4,030	53,000	47,662	900	53,000	49,000	920
April-June.....	4,153	54,000	46,364	860	54,500	50,000	920
July-September.....	4,085	54,000	39,500	730	56,000	51,000	910
October-December.....	4,080	47,000	29,200	620	54,500	52,000	950
1958							
January-March.....	4,030	52,000	47,600	920	52,000	49,000	940
April-June.....	4,170	53,000	45,700	860	53,500	50,000	930
July-September.....	4,160	53,000	40,000	750	55,000	51,000	930

¹ Annual data represent number of different employers filing returns for year; quarterly data, number of returns for quarter. A return may relate to more than 1 establishment if employer operates several separate establishments but reports for concern as a whole.

² Excludes joint coverage under the railroad retirement and old-age, survivors, and disability insurance programs.

³ Represents reported workers with taxable earnings. Annual limit on tax-

able earnings was \$3,000 through 1950; for 1951-54 it was \$3,600; beginning 1955 it is \$4,200.

⁴ Excludes earnings in excess of taxable limit.

⁵ Includes workers with earnings in excess of annual taxable limit.

⁶ Includes earnings in excess of annual taxable limit.

⁷ Rounded to nearest \$10.

Table 6.—*Employment security: Selected data on nonfarm placements and unemployment insurance claims and benefits, by State, April 1959*¹

Region and State	Nonfarm place- ments	Initial claims		Weeks of unemploy- ment covered by continued claims		Compensated unemployment					Average weekly insured unemploy- ment ³
		Total ²	Women	Total	Women	All types of unemployment ¹			Total unemployment		
						Weeks com- pensated	Benefits paid ⁴	Average weekly number of bene- ficiaries	Weeks com- pensated	Average weekly payment	
Total.....	² 520,230	1,098,589	426,835	8,248,290	2,862,716	7,515,777	\$218,437,896	1,708,131	6,927,828	\$30.02	⁴ 1,792,861
Region I:											
Connecticut.....	7,991	22,726	11,237	160,500	60,204	152,580	5,255,315	34,677	145,797	35.19	34,918
Maine.....	1,469	9,964	6,249	91,724	35,789	73,502	1,540,091	16,705	68,909	21.34	20,360
Massachusetts.....	13,923	47,187	27,686	334,073	138,494	308,274	9,012,899	70,062	263,520	31.54	72,357
New Hampshire.....	1,178	5,297	4,407	35,609	15,508	28,245	673,018	6,419	25,901	24.80	7,893
Rhode Island.....	1,709	12,469	7,823	67,081	33,241	62,304	1,712,265	14,160	56,034	28.71	14,696
Vermont.....	943	1,612	727	16,849	5,708	15,486	358,089	3,520	14,663	23.56	3,492
Region II:											
New Jersey.....	11,094	53,537	26,983	417,162	203,919	403,298	12,683,131	91,659	358,466	32.47	92,654
New York.....	71,605	195,285	86,148	1,289,448	539,004	1,219,313	40,290,812	277,117	1,107,993	34.64	281,297
Puerto Rico.....	3,950	681	198	9,732	3,044	1,019	25,810	232	1,012	25.39	251
Virgin Islands.....	238	3	0	17	0	12	238	3	12	19.83	19
Region III:											
Delaware.....	646	2,586	613	17,132	4,496	19,300	606,090	4,386	18,058	32.14	3,826
District of Columbia.....	5,458	2,970	1,002	27,215	10,099	25,217	665,406	5,731	24,628	26.63	5,983
Maryland.....	5,636	22,097	10,607	166,155	59,541	160,232	4,556,835	36,416	148,488	29.20	35,026
North Carolina.....	12,173	30,134	16,577	175,934	83,707	168,232	3,237,381	38,235	156,296	19.79	40,328
Pennsylvania.....	23,106	115,112	45,927	961,596	321,455	936,311	26,118,972	212,798	864,516	28.79	213,139
Virginia.....	7,291	10,561	3,502	87,826	27,675	77,467	1,748,277	17,606	73,526	23.10	19,151
West Virginia.....	2,550	13,508	1,310	139,362	16,095	121,594	2,686,051	27,635	115,387	21.58	31,322
Region IV:											
Alabama.....	8,468	16,852	4,798	124,213	33,083	95,602	2,092,236	21,728	92,116	22.15	27,605
Florida.....	9,403	21,863	5,932	106,696	31,047	64,459	1,596,194	14,650	60,962	25.27	24,026
Georgia.....	10,848	17,379	8,223	117,575	55,682	96,067	2,164,397	21,833	89,170	23.20	27,438
Mississippi.....	7,678	10,733	3,437	69,635	17,789	52,026	1,154,427	11,824	48,568	22.70	15,475
South Carolina.....	6,736	10,134	4,077	61,600	26,307	48,261	1,026,114	10,968	44,405	21.76	13,720
Tennessee.....	9,020	16,501	6,452	153,436	53,527	130,597	2,744,965	29,681	120,058	21.62	33,957
Region V:											
Kentucky.....	5,722	14,370	4,117	131,384	34,274	96,879	2,548,447	22,018	88,797	27.30	29,479
Michigan.....	11,872	44,008	9,421	385,670	81,274	334,583	11,575,732	76,042	322,834	35.22	80,084
Ohio.....	22,413	36,747	12,101	307,130	89,712	277,541	8,470,551	63,078	262,236	31.52	66,140
Region VI:											
Illinois.....	20,961	46,203	18,950	398,571	152,215	402,352	11,479,409	91,444	361,283	29.65	89,167
Indiana.....	6,562	23,325	8,775	141,521	47,330	135,074	3,677,230	30,699	121,468	28.47	30,983
Minnesota.....	9,093	10,965	3,931	166,171	38,928	144,278	3,942,701	32,790	135,668	27.92	35,600
Wisconsin.....	8,365	10,795	2,571	109,291	26,259	95,838	3,244,466	21,781	85,925	34.47	22,073
Region VII:											
Iowa.....	8,322	4,566	2,256	38,996	15,850	35,557	859,918	8,081	31,562	25.30	8,372
Kansas.....	10,061	5,742	1,562	39,289	12,290	39,839	1,116,768	9,034	37,474	28.52	8,622
Missouri.....	8,703	25,300	12,351	142,345	50,741	110,686	2,790,386	25,156	94,902	27.39	31,452
Nebraska.....	6,240	1,895	981	22,472	7,536	22,073	591,399	5,017	21,060	28.08	4,283
North Dakota.....	2,639	736	145	20,209	1,857	16,989	461,975	3,861	15,752	27.79	3,254
South Dakota.....	2,755	534	216	5,854	1,655	5,614	137,261	1,276	5,155	25.32	1,268
Region VIII:											
Arkansas.....	7,147	11,401	3,745	74,523	19,842	46,189	917,671	10,498	42,706	20.36	16,258
Louisiana.....	7,022	16,858	2,975	130,930	21,934	137,700	4,039,999	31,295	128,835	30.00	29,096
Oklahoma.....	14,190	9,332	3,045	71,972	25,244	59,522	1,435,683	13,528	54,742	26.26	15,865
Texas.....	46,901	32,859	8,302	229,971	65,015	213,385	5,025,015	48,497	202,416	23.95	52,402
Region IX:											
Colorado.....	8,265	4,358	1,060	34,341	9,941	33,906	1,019,433	7,706	31,104	30.98	7,405
Montana.....	3,329	3,184	813	41,567	12,054	45,897	1,225,807	10,431	45,897	26.71	8,467
New Mexico.....	4,226	3,558	490	21,788	3,944	15,647	386,788	3,556	15,755	25.26	4,199
Utah.....	3,499	3,388	831	24,780	8,961	19,479	595,633	4,427	17,378	30.92	5,428
Wyoming.....	1,377	1,104	215	13,460	2,723	12,571	457,196	2,857	11,278	36.93	2,750
Region X:											
Arizona.....	6,497	5,450	1,231	32,423	8,234	25,037	738,922	5,690	23,760	29.92	7,003
California.....	38,552	103,073	33,077	718,447	262,726	638,144	20,525,697	145,033	601,354	32.75	157,402
Hawaii.....	727	1,702	601	12,822	6,245	11,706	281,025	2,660	8,771	27.65	(7)
Nevada.....	2,764	2,449	612	15,641	4,857	16,332	591,523	3,712	15,144	37.20	3,337
Region XI:											
Alaska.....	688	2,003	306	26,263	3,222	27,476	986,958	6,245	26,896	36.05	(7)
Idaho.....	4,930	2,112	371	25,048	4,668	24,395	860,292	5,544	23,012	35.79	5,190
Oregon.....	5,999	10,134	2,274	85,541	24,270	78,675	2,601,406	17,881	72,681	33.87	17,573
Washington.....	7,274	21,247	5,595	149,300	43,501	133,015	3,903,592	30,261	124,498	30.08	31,050

¹ Includes data for the Federal employees' unemployment compensation program, administered by the States as agents of the Federal Government.

² Excludes transitional claims.

³ Total, part-total, and partial.

⁴ Not adjusted for voided benefit checks and transfers under interstate combined-wage plan.

⁵ Includes 22 placements made during April in Guam.

⁶ Excludes Alaska and Hawaii.

⁷ Data not available.

Source: Department of Labor, Bureau of Employment Security, and affiliated State agencies.

Table 7.—Public assistance in the United States, by month, April 1958–April 1959¹

[Except for general assistance, includes vendor payments for medical care and cases receiving only such payments]

Year and month	Total ²	Old-age assistance	Aid to dependent children			Aid to the blind	Aid to the permanently and totally disabled	General assistance (cases) ⁴	Total	Old-age assistance	Aid to dependent children (recipients)	Aid to the blind	Aid to the permanently and totally disabled	General assistance (cases) ⁴
			Families	Recipients										
				Total ³	Children									
1958	Number of recipients								Percentage change from previous month					
April.....		2,465,980	716,296	2,687,845	2,057,926	107,898	304,862	454,000	-----	-0.2	+1.7	+0.1	+1.7	+0.4
May.....		2,464,344	725,007	2,720,974	2,082,899	108,144	309,486	430,000	-----	-1	+1.2	+2	+1.5	-5.1
June.....		2,460,299	728,255	2,733,146	2,092,216	108,336	312,585	418,000	-----	-2	+4	+2	+1.0	-3.0
July.....		2,458,761	729,338	2,737,453	2,094,987	108,886	315,968	405,000	-----	-1	+2	+5	+1.1	-3.1
August.....		2,456,043	732,050	2,750,548	2,105,694	109,114	318,151	384,000	-----	-1	+5	+2	+7	-5.2
September.....		2,454,281	736,478	2,770,517	2,121,925	109,342	320,516	381,000	-----	-1	+7	+2	+7	-8
October.....		2,455,358	741,501	2,792,437	2,139,700	109,594	322,974	386,000	-----	(⁵)	+8	+2	+8	+1.5
November.....		2,452,775	746,271	2,811,134	2,154,928	109,796	325,294	393,000	-----	-1	+7	+2	+7	+1.8
December.....		2,452,465	756,405	2,850,440	2,185,225	109,831	327,763	434,000	-----	(⁵)	+1.4	(⁵)	+8	+10.5
1959														
January.....		2,445,349	763,302	2,878,317	2,206,708	109,679	329,478	471,000	-----	-3	+1.0	-1	+5	+8.4
February.....		2,438,513	769,230	2,901,512	2,224,949	109,470	330,357	480,000	-----	-3	+8	-2	+3	+2.0
March ⁷		2,433,412	775,588	2,916,729	2,235,365	109,261	331,304	480,000	-----	-1	+5	+1	+7	(⁵)
April ⁷		2,431,157	781,141	2,940,205	2,253,310	109,537	335,114	449,000	-----	-2	+5	(⁵)	+8	-6.4
1958	Amount of assistance								Percentage change from previous month					
April.....	\$285,134,000	\$150,981,895	\$73,446,282		\$7,190,649	\$18,467,430	\$27,686,000	+0.4	-0.3	+2.0	(⁵)	+1.5	+0.3	
May.....	285,576,000	151,317,552	74,251,695		7,196,326	18,695,143	26,404,000	+2	+2	+1.1	+0.1	+1.2	-4.6	
June.....	284,969,000	151,014,619	74,564,363		7,228,164	18,969,310	25,713,000	-2	-2	+4	+4	+1.5	-2.6	
July.....	283,170,000	150,875,984	74,316,563		7,258,399	18,998,787	24,633,000	-6	-1	-3	+4	+2	-4.2	
August.....	283,110,000	151,598,122	74,624,065		7,254,331	19,199,930	23,186,000	(⁵)	+5	+4	-1	+1.1	-5.9	
September.....	285,277,000	151,647,823	76,051,105		7,324,068	19,503,462	23,385,000	+8	(⁵)	+1.9	+1.0	+1.6	+9	
October.....	292,504,000	155,463,614	77,737,527		7,402,577	19,949,176	24,778,000	+2.5	+2.5	+2.2	+1.1	+2.3	+6.0	
November.....	293,578,000	155,066,929	78,748,815		7,446,517	20,057,128	25,099,000	+4	-3	+1.3	+6	+5	+1.3	
December.....	303,278,000	157,341,932	80,631,860		7,500,759	20,513,738	29,892,000	+3.3	+1.5	+2.4	+7	+3	+19.1	
1959														
January.....	306,706,000	157,829,277	81,479,512		7,481,650	20,742,481	31,908,000	+1.1	+3	+1.1	-3	+1.1	+6.7	
February.....	308,068,000	156,534,017	82,697,672		7,467,170	20,903,352	32,557,000	+4	-8	+1.5	-2	+8	+2.0	
March ⁷	310,675,000	156,570,470	83,651,489		7,523,815	21,091,642	33,203,000	+8	+1	+1.7	+1.1	+1.6	+2.0	
April ⁷	309,382,000	156,793,493	84,499,189		7,509,640	21,234,163	30,767,000	-4	(⁵)	+1	-4	+2	-7.3	

¹ For definition of terms see the *Bulletin*, October 1957, p. 18. All data subject to revision.

² Total exceeds sum of columns because of inclusion of vendor payments for medical care from general assistance funds and from special medical funds; data for such expenditures partly estimated for some States.

³ Includes as recipients the children and 1 parent or other adult relative in families in which the requirements of at least 1 such adult were considered in determining the amount of assistance.

⁴ Excludes Idaho; data not available. Percentage change based on data for 52 States.

⁵ Increase of less than 0.05 percent.

⁶ Decrease of less than 0.05 percent.

⁷ Except for general assistance, data for Illinois understated for March and overstated for April because of administrative change in the processing of payments. Percentage changes for the special types of public assistance based on data excluding Illinois.

(Continued from page 24)

tal Deficiency, Vol. 63, Mar. 1959, pp. 903-911. \$3.

DAVIES, STANLEY POWELL, and ECOB, KATHARINE G. *The Mentally Retarded in Society*. New York: Columbia University Press, 1959. 248 pp. \$5.50.

Considers current facilities for rehabilitation of the mentally retarded through family care, modern institutional care, community programs, vocational training and employment, and special school programs.

HILL, ARTHUR S. "The Status of Mental Retardation Today—with Emphasis on Services." *Exceptional Children*, Vol. 25, Mar. 1959, pp. 298-299. 50 cents.

KIRK, SAMUEL A., and others. *Early Education of the Mentally Re-*

tarded: An Experimental Study. Urbana: University of Illinois Press, 1958. 216 pp. \$6.

Effect of preschool training on the social and mental development of mentally retarded children.

"Prevention of Juvenile Delinquency," edited by Helen L. Witmer. *Annals of the American Academy of Political and Social Science*, Vol. 322, Mar. 1959, entire issue. \$2.

A group of papers, by experts in the field, that consider the problem of delinquency prevention and describe treatment and preventive measures.

SMITH, ROMAINE V., and HARTFORD, ROBERT J. "A Social Group Work Program in an Institution for the Mentally Retarded." *American Journal of Mental Deficiency*, Vol. 63, Mar. 1959, pp. 897-902. \$3.

Experience of the Fort Wayne State

School in developing a social group work program.

WILLIAMS, HAROLD M., and WALLIN, J. E. WALLACE. *Education of the Severely Retarded Child: A Bibliographical Review*. (Office of Education Bulletin, 1959, No. 12.) Washington: U. S. Govt. Print. Off., 1959. 26 pp. 15 cents.

YOUNGHUSBAND, EILEEN L. "The Dilemma of the Juvenile Court." *Social Service Review*, Vol. 33, Mar. 1959, pp. 10-20. \$2.25.

Some of the problems faced by juvenile courts in the United States and the United Kingdom.

Health and Medical Care

APTON, ADOLPH A. *The Handicapped: A Challenge to the Non-Handicapped*. New York: The Citadel

Table 8.—Amount of vendor payments for medical care for recipients of public assistance, by program and State, April 1959¹

State	Old-age assistance	Aid to dependent children	Aid to the blind	Aid to the permanently and totally disabled	General assistance
Total.....	\$20,659,279	\$4,955,359	\$539,058	\$3,334,031	² \$8,579,000
Alabama.....	1,900	729	24	280	5
Alaska.....				(³)	⁴ 44,177
Arkansas.....	294,410	29,383	9,102	41,636	
California.....	1,576,572	962,121	84,702		72,059
Colorado.....	709,491	45,725	3,008	14,389	78,385
Connecticut.....	270,036	152,187	6,240	90,468	(⁵)
Delaware.....			1,367		
District of Columbia.....	25,015	424	84	12,250	800
Florida.....	222,545		4,451	28,803	
Hawaii.....	8,346	33,969	602	6,108	
Idaho.....	8,457		100	582	
Illinois.....	2,093,143	462,751	58,750	374,510	⁴ 580,689
Indiana.....	495,741	131,101	27,149		⁴ 310,398
Iowa.....	171,229	50,274	6,202	(³)	⁴ 223,547
Kansas.....	344,249	85,299	6,314	63,114	62,948
Louisiana.....	222,676	8,759	3,177	48,075	4,197
Maine.....	132,231	16,836	4,640	21,492	⁴ 72,948
Maryland.....	90,268	67,023	1,988	15,407	
Massachusetts.....	3,254,739	193,789	15,347	541,092	187,083
Michigan.....	466,351	82,944	8,381	27,403	257,052
Minnesota.....	1,466,223	178,229	30,268	8,947	335,221
Montana.....	2,061	29	946	509	⁴ 206,072
Nebraska.....	313,909	9,302	26,542	30,594	⁴ 27,167
Nevada.....	15,588		1,020	(³)	(⁵)
New Hampshire.....	78,778	16,621	2,757	11,758	(⁵)
New Jersey.....	616,240	69,345	204	129,786	209,325
New Mexico.....	112,850	56,696	2,652	26,609	14,240
New York.....	2,681,919	1,207,720	106,038	1,120,849	292,655
North Carolina.....	46,342	24,493	4,734	26,135	⁴ 240,806
North Dakota.....	194,804	24,814	1,479	34,398	⁴ 24,247
Ohio.....	741,942	159,000	25,696	84,479	⁴ 1,611,575
Oklahoma.....	960,173		19,782	93,282	(⁵)
Oregon.....	369,221	50,843	2,431	91,513	65,396
Pennsylvania.....	155,466	205,065	21,550	68,532	2,751
Rhode Island.....	83,976	72,097	762	36,624	⁴ 89,512
South Carolina.....					⁴ 6,905
South Dakota.....					⁴ 116,403
Tennessee.....	147,602	41,452	4,909	35,095	
Utah.....	41,551	31,414	848	10,580	2,401
Virgin Islands.....	297	124	5	51	130
Virginia.....	47,925		2,497	14,064	⁴ 11,601
Washington.....	659,268	204,011	8,768	95,220	190,629
West Virginia.....	79,028	81,646	5,032	15,568	⁴ 19,973
Wisconsin.....	1,420,552	190,477	27,470	106,929	253,034
Wyoming.....	36,165	8,667	1,040	6,900	24,696

¹ For the special types of public assistance figures in italics represent payments made without Federal participation. For State programs not shown, no vendor payments were made during the month or such payments were not reported.

² Includes an estimated amount for States making vendor payments for medical care from general assistance funds and from special medical funds and reporting these data semiannually but not on a monthly basis.

³ No program for aid to the permanently and totally disabled.

⁴ Includes payments made in behalf of recipients of the special types of public assistance.

⁵ Data not available.

⁶ Except for general assistance, data overstated because of administrative change in the processing of payments.

Press, 1959. 124 pp. \$3.

The problems of the physically handicapped in childhood, adolescence, and adulthood and some solutions.

CIVIC, MIRIAM. "Medical Care: Changes in Consumer Spending." *Conference Board Business Record*, Vol. 16, Mar. 1959, pp. 150-154.

Points out the impact of health insurance plans on spending for hospital and physician's services and for medicines and appliances, 1948-57.

"Financing Medical Care for the Aged—I. The Problem of the Federal Government," by Franz Goldmann; "II. Public Welfare Viewpoint," by Mary S. Weaver; "III. Viewpoint of Organized Medicine," by Henry

W. Holle; "IV. The Hospital Viewpoint," by James P. Dixon; and "V. A Voluntary Health Insurance Viewpoint," by J. F. Follmann, Jr. *American Journal of Public Health and the Nation's Health*, Vol. 49, Feb. 1959, pp. 161-185. \$1.25.

A symposium that explores the problem and indicates solutions.

HEALTH INSURANCE INSTITUTE. *A Profile of the Health Insurance Public: A Nationwide Study of the Pattern of Health Insurance Coverage, Public Attitudes and Knowledge*. New York: The Institute, 1959. 44 pp.

MEYER, HENRY J., and BORGATTA, EDGAR F. *An Experiment in Mental Patient Rehabilitation—Evaluating a Social Agency Program*. New

York: Russell Sage Foundation, 1959. 114 pp. \$2.50.

A report on the rehabilitation of posthospitalized mental patients.

REDKEY, HENRY. *Rehabilitation Centers Today: A Report on the Operations of 77 Centers in the United States and Canada*, prepared in co-operation with the Conference of Rehabilitation Centers and published by the Office of Vocational Rehabilitation. (Rehabilitation Service Series, No. 490.) Washington: U. S. Govt. Print. Off., 1959. 230 pp. \$1.

Part 1 describes the medical, psychological, social, and vocational services of the rehabilitation centers and considers planning, management,

Table 9.—Average payments including vendor payments for medical care, average amount of money payments, and average amount of vendor payments for assistance cases, by program and State, April 1959¹

State	Old-age assistance			Aid to dependent children (per recipient)			Aid to the blind			Aid to the permanently and totally disabled		
	All assistance ²	Money payments to recipients ³	Vendor payments for medical care ²	All assistance ²	Money payments to recipients ³	Vendor payments for medical care ²	All assistance ²	Money payments to recipients ³	Vendor payments for medical care ²	All assistance ²	Money payments to recipients ³	Vendor payments for medical care ²
Total, 53 States ⁴	\$64.49	\$56.45	\$8.50	\$28.74	\$27.12	\$1.69	\$68.56	\$63.87	\$4.92	\$63.36	\$53.93	\$9.95
Alabama	43.66	43.65	.02	7.03	7.03	.01	35.06	35.05	.01	33.08	33.05	.02
Arkansas	48.39	43.19	5.24	15.73	14.81	.93	53.37	48.90	4.47	36.38	30.47	5.95
California	84.03	78.16	6.00	46.27	42.68	3.78	103.43	97.59	6.00			
Colorado	97.14	83.40	13.75	32.53	30.86	1.67	77.66	68.57	9.52	65.73	63.15	2.57
Connecticut	110.10	92.10	18.00	48.35	41.95	6.40	105.54	85.54	20.00	131.00	89.00	42.00
Delaware							71.06	66.28	5.03			
District of Columbia	55.82	50.41	7.69	28.32	28.29	.03	57.72	57.36	.35	63.92	60.73	4.77
Florida	53.64	50.58	3.18				58.62	56.91	1.75	59.18	55.88	3.65
Hawaii	57.73	52.17	5.56	34.39	31.07	3.32	67.17	60.48	6.69	71.51	65.85	5.66
Idaho	63.97	62.87	1.10				68.98	68.41	.57	70.00	69.41	.59
Illinois	70.98	46.79	26.70	41.12	37.81	3.35	76.68	59.55	18.45	79.07	59.70	20.52
Indiana	58.35	42.65	16.67	27.94	25.20	3.16	71.93	59.26	14.08	(⁵)	(⁵)	(⁵)
Iowa	71.71	67.71	4.75	36.19	34.84	1.57	86.67	83.34	4.25	(⁵)	(⁵)	(⁵)
Kansas	77.43	66.56	11.52	35.95	32.36	3.84	82.36	72.56	10.27	81.92	68.01	14.91
Louisiana	66.15	64.43	1.79	22.00	21.93	.09	76.08	75.00	1.23	53.73	50.66	3.17
Maine	65.52	54.53	11.00	27.36	26.50	.86	69.26	59.26	10.00	70.93	58.97	12.00
Maryland	63.28	53.97	9.31	28.02	26.10	1.92	64.42	59.91	4.51	63.60	60.73	2.88
Massachusetts	99.98	61.28	39.30	45.90	42.10	3.99	115.48	109.43	7.23	116.83	66.36	53.58
Michigan	71.03	63.89	7.14	38.19	37.33	.86	76.17	71.59	4.59	85.42	78.74	6.68
Minnesota	83.17	54.18	30.17	44.04	38.98	5.44	93.37	67.45	27.07	61.01	57.65	4.14
Montana	63.44	63.16	.28	33.25	33.25	(⁶)	72.34	69.80	2.54	70.77	70.42	.34
Nebraska	67.43	48.00	19.84	28.06	27.32	.87	83.24	55.36	28.30	71.54	52.01	19.74
Nevada	67.32	61.34	5.98				96.10	90.07	6.04	(⁵)	(⁵)	(⁵)
New Hampshire	70.50	55.21	15.32	41.22	37.31	3.91	73.84	62.54	11.30	86.98	57.20	30.07
New Jersey	87.56	60.99	32.21	46.16	44.88	1.93	82.33	82.64	.22	95.22	75.75	22.28
New Mexico	63.18	52.47	10.71	31.07	29.01	2.07	63.66	56.83	6.84	69.04	56.90	12.14
New York	100.95	73.20	30.89	42.26	37.88	4.61	107.00	83.09	26.08	99.90	73.40	29.09
North Carolina	39.20	38.28	.92	18.94	18.71	.23	51.67	50.90	.94	45.37	43.89	1.48
North Dakota	81.34	57.81	26.06	38.68	35.44	3.80	73.89	60.51	15.25	91.13	61.81	32.73
Ohio	65.57	58.43	8.23	28.77	27.08	1.69	64.87	57.93	6.95	67.97	59.78	8.18
Oklahoma	76.39	65.95	10.44				94.20	83.70	10.50	85.47	74.97	10.50
Oregon	78.93	60.13	20.40	39.27	38.14	2.25	81.99	75.21	8.65	84.43	71.27	17.68
Pennsylvania	67.58	64.46	3.12	30.45	29.30	1.14	62.05	60.83	1.23	58.96	54.59	4.36
Rhode Island	73.87	61.90	12.00	35.52	31.13	4.39	74.49	68.49	6.00	80.96	66.98	14.00
Tennessee	43.71	41.11	2.60	19.10	18.59	.51	47.73	46.03	1.70	47.72	43.02	4.70
Utah	66.48	61.49	4.99	36.69	34.20	2.50	70.31	66.29	4.02	71.96	67.05	4.91
Virgin Islands	23.48	22.98	.50	12.06	11.89	.16	(⁷)	(⁷)	(⁷)	25.43	24.93	.50
Virginia	40.79	37.69	3.14				45.82	43.78	2.04	46.70	44.40	2.33
Washington	88.61	76.37	12.43	45.59	40.84	4.78	100.07	88.52	11.66	103.31	87.93	15.68
West Virginia	34.24	30.42	3.82	22.70	21.66	1.03	39.74	35.00	4.74	35.72	33.62	2.10
Wisconsin	78.63	43.58	38.28	45.31	40.53	5.69	80.29	55.37	26.98	115.54	38.27	81.69
Wyoming	71.76	61.52	10.24	38.09	34.94	3.15	79.24	63.94	15.29	76.20	63.23	12.97

¹ Averages for general assistance not computed because of difference among States in policy or practice regarding use of general assistance funds to pay medical bills for recipients of the special types of public assistance. Figures in italics represent payments made without Federal participation. For State programs not shown, no vendor payments were made during the month or such payments were not reported.

² Averages based on cases receiving money payments, vendor payments for medical care, or both.

³ May also include small amounts for assistance in kind and vendor payments

for other than medical care. Averages based on number of cases receiving payments. See tables 10-13 for average payments for State programs under which no vendor payments for medical care were made.

⁴ For aid to the permanently and totally disabled represents data for the 48 States with programs in operation.

⁵ No program for aid to the permanently and totally disabled.

⁶ Less than 1 cent.

⁷ Average payment not computed on base of less than 50 recipients.

and operation; part 2 reports in detail on 65 centers; and part 3 lists the names and programs of 77 centers.

U. S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE. PUBLIC HEALTH SERVICE. *Health Statistics from the U. S. National Health Survey: Series A-3—Concepts and Definitions in the Health Household-Interview Survey.* (Public Health Service Publication No. 584-A3.) Washington: U. S. Govt. Print. Off., 1958. 29 pp. 30 cents.

"The design and content of the basic questionnaire, and preliminary definitions of terms used in statistical

reports" for 1957-58.

U. S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE. PUBLIC HEALTH SERVICE. *Health Statistics from the U. S. National Health Survey: Series B-8 — Persons Injured by Class of Accident, United States, July 1957-June 1958.* (Public Health Service Publication No. 584-B8.) Washington: U. S. Govt. Print. Off., 1959. 66 pp. 40 cents.

"Statistics on the number of persons injured, class of accident, and days of disability due to injuries by age, sex, residence, family income, and major activity."

U. S. DEPARTMENT OF LABOR. BUREAU OF LABOR STANDARDS. *State Workmen's Compensation Laws: A Comparison of Major Provisions.* Washington: U. S. Govt. Print. Off., 1958. 24 pp. Processed.

WORLD HEALTH ORGANIZATION. *Expert Committee on Medical Rehabilitation: First Report.* (World Health Organization Technical Report, Series No. 158.) Geneva: The Organization, 1958. 52 pp. 60 cents.

Basic principles and aims of medical rehabilitation, needs of the handicapped, and program planning and service organization.

Table 10.—Old-age assistance: Recipients and payments to recipients, by State, April 1959¹

[Includes vendor payments for medical care and cases receiving only such payments]

State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	March 1959 in—		April 1958 in—	
				Number	Amount	Number	Amount
Total ²	2,431,157	\$156,793,493	\$64.49	±0.2	(³)	±1.3	±3.9
Ala.	101,848	4,447,126	43.66	+1	+0.4	-1.3	+11.3
Alaska	1,475	88,711	60.14	-5	-4	-4.3	-6.5
Ariz.	13,838	790,920	57.16	-1	-3	-1.7	+1.7
Ark.	56,171	2,718,117	48.39	-1	(⁴)	+1.1	+10.8
Calif.	262,762	22,079,850	84.03	-2	-1	-1.3	-1.3
Colo. ²	51,604	5,013,063	97.14	-7	+2.4	-1.2	+3.9
Conn.	15,002	1,651,660	110.10	-4	+1.1	-8	+1.8
Del.	1,457	71,663	49.19	-1.4	-1.2	-5.6	-3.8
D. C.	3,254	181,650	55.82	-3	-13.0	+4.7	+3.0
Fla.	70,049	3,757,334	53.64	+2	+1.1	+1.3	+8
Ga.	98,181	4,671,026	47.58	(⁵)	-1	+3	+10.2
Hawaii	1,501	86,654	57.73	+7	+5	-2.2	+9.7
Idaho	7,686	491,650	63.97	-6	-2	-4.0	+1.4
Ill. ⁶	78,400	5,565,022	70.98	-6	-2.1	-3.3	-8
Ind.	29,741	1,735,490	58.35	-1	+2.4	-3.3	+3.0
Iowa	36,073	2,586,703	71.71	(⁶)	+7	-3.7	+2.4
Kans.	29,882	2,313,765	77.43	-4	+2	-8	+11.3
Ky.	57,103	2,475,863	43.36	+4	-1	+4	+4.9
La.	124,604	8,242,389	66.15	-1	-1	-1.6	+15.7
Maine	12,021	787,581	65.52	-1	+2.9	-1.6	+15.7
Md.	9,699	613,731	63.28	-1	+11.1	-1	+21.3
Mass.	82,810	8,278,985	99.98	-5	+1.5	-2.7	-6
Mich.	65,320	4,639,691	71.03	-4	+3	-2.5	+3
Minn.	48,591	4,041,552	83.17	-1	-2.3	-1.1	+4.5
Miss.	80,739	2,352,883	29.14	(⁷)	-1	-2.9	-4
Mo. ²	120,062	6,702,659	55.83	-3	-2	-2	-4
Mont.	7,418	470,616	63.44	-4	(⁸)	-7.1	-4.5
Nebr.	15,823	1,066,981	67.43	-5	-1.7	-4.1	+1.6
Nev.	2,605	175,368	67.32	-2	-2	+7	-7
N. H.	5,141	362,435	70.50	-5	-8	-3.5	+2
N. J.	19,129	1,674,922	87.56	-2	(⁹)	-4	+6.7
N. Mex.	10,538	665,774	63.18	+3	+1.9	+3.0	+21.5
N. Y.	86,809	8,763,411	100.95	-4	-6	-2.8	+4.5
N. C.	50,372	1,974,599	39.20	(¹⁰)	-1.8	-8	+5.4
N. Dak.	7,476	608,127	81.34	-4	-4.0	-1.7	-6
Ohio	90,110	5,908,663	65.57	-7	-9	-8	+3
Okl.	91,941	7,023,626	76.39	-1	-3	-1.7	+8.5
Oreg.	18,100	1,428,719	78.93	-6	-4.5	+9	+8
Pa.	49,866	3,369,886	67.58	+3	+2	+1.5	+33.8
P. R.	40,546	331,203	8.17	(¹¹)	+2	-2.6	-1.7
R. I.	6,998	516,935	73.87	-2	-3	-3.3	+1.4
S. C.	34,215	1,300,359	38.01	-3	-5	-4.1	-3.5
S. Dak.	9,335	540,256	57.87	-9	-1	-4.4	+6.8
Tenn.	56,770	2,481,491	43.71	-1	+6	-4	+12.6
Tex.	223,637	11,638,842	52.04	-1	-1	-5	+10.0
Utah	8,320	553,133	66.48	-6	-7	-4.5	-1
Vt.	5,897	335,726	56.93	-2	+5	-4.2	+7.3
V. I.	564	13,945	23.48	-5	+3	-4.0	+21.2
Va.	15,262	622,516	40.79	-2	-1	-2.1	+10.4
Wash.	53,052	4,700,675	88.01	-6	-5	-4.0	-3
W. Va.	20,694	708,554	34.24	-4	+2.2	-3.6	-3.5
Wis.	37,105	2,917,601	78.63	-7	-2.2	-2.7	+1.9
Wyo.	3,531	253,392	71.76	-2	+1.2	-3.9	-3.0

¹ For definition of terms see the *Bulletin*, October 1957, p. 18. All data subject to revision.

² Includes 3,928 recipients aged 60-64 in Colorado and payments of \$347,375 to these recipients. Such payments were made without Federal participation.

³ Based on totals excluding data for Illinois. See footnote 8.

⁴ Decrease of less than 0.05 percent. Based on totals excluding data for Illinois.

⁵ In addition, supplemental payments of \$19,239 from general assistance funds were made to 50 recipients.

⁶ Decrease of less than 0.05 percent.

⁷ Increase of less than 0.05 percent.

⁸ Data overstated because of administrative change in the processing of payments.

Table 11.—Aid to the blind: Recipients and payments to recipients, by State, April 1959¹

[Includes vendor payments for medical care and cases receiving only such payments]

State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	March 1959 in—		April 1958 in—	
				Number	Amount	Number	Amount
Total ²	109,537	\$7,509,640	\$68.56	(³)	±0.4	±1.6	±4.7
Ala.	1,650	57,849	35.06	-0.4	-1	-2.0	-4.3
Alaska	95	6,792	71.49	(⁴)	(⁵)	(⁶)	(⁷)
Ariz.	812	55,027	67.77	+9	+2	+1.2	+6.9
Ark.	2,035	108,615	53.37	(⁸)	+1.3	+2.7	+9.0
Calif. ²	14,117	1,460,088	103.43	+3	+1	+2.7	+1.1
Colo.	316	24,540	77.66	-3	+8	-3.4	-4
Conn.	312	32,928	105.54	0	-2.0	+1.6	+8.7
D. C.	272	19,329	71.06	0	+8	+2.6	+1.4
Del.	237	13,679	57.72	-2.1	-16.6	0	-10.0
Fla.	2,538	148,774	58.62	+2	+8	+1.2	+2.2
Ga.	3,541	186,144	52.57	+3	+1	+1.6	+10.9
Hawaii	90	6,045	67.17	(⁹)	(¹⁰)	(¹¹)	(¹²)
Idaho	174	12,003	68.98	-3.3	-1.6	-6	+5.9
Ill.	3,185	244,233	76.68	-3.3	-1.6	-6	+5.9
Ind.	1,928	138,682	71.93	+2	+6.1	+6.0	+11.2
Iowa	1,458	126,372	86.67	-1	+2.9	+1	+5.6
Kans.	615	50,649	82.36	-1.4	+1	-1.4	+3.4
Ky.	3,200	140,782	43.99	+4	+3	-1.8	+8.4
La.	2,590	197,050	76.08	(¹³)	(¹⁴)	+5.5	+8.4
Maine	464	32,136	69.26	0	-2	-1.1	+13.7
Md.	441	28,408	64.42	0	+2.4	-3.7	+8.5
Mass.	2,122	245,043	115.48	+4	-6.7	+5.3	+2.9
Mich.	1,827	139,170	76.17	-7	-7	+2.8	+8.5
Minn.	1,118	104,392	93.37	-1.1	-5.3	-4	+3
Miss.	5,858	225,008	38.41	+6	+4	+10.2	+9.4
Mo. ²	5,172	336,180	65.00	-5	-5	+1.6	+10.0
Mont.	373	26,982	72.34	-8	+1.2	-6.5	-8.2
Nebr.	938	78,079	83.24	-8	-2.3	-3.0	+15.4
Nev.	169	16,241	96.10	-1.2	-2.6	+15.8	+1.5
N. H.	244	18,017	73.84	-8	+2	+8	+1.5
N. J.	927	76,320	82.33	+8	+8	+3.1	+7.6
N. Mex.	388	24,702	63.66	+1.0	+4	-8	+11.5
N. Y.	4,066	435,060	107.00	-3	-5	-3.5	+7.3
N. C.	5,061	261,495	51.67	+3	+4	+2.3	+14.8
N. Dak.	97	7,167	73.89	(¹⁵)	(¹⁶)	(¹⁷)	(¹⁸)
Ohio	3,698	239,903	64.87	-8	-8	+1	-1.4
Okl.	1,884	177,464	94.20	-3	-3	-5	+10.3
Oreg.	281	23,038	81.99	-2.4	-7.7	-7.6	-9.0
Pa.	17,579	1,090,825	62.05	-1	-1.4	+6	-1.1
P. R.	1,836	15,010	8.18	+8	+7	+1	+1.7
R. I.	127	9,460	74.49	0	+1.5	-3.8	-2.5
S. C.	1,742	73,368	42.12	-3	-2	-1.9	-1.4
S. Dak.	170	9,784	57.55	0	+9	-5.0	+5.5
Tenn.	2,888	137,844	47.73	-1	+1	-7	+9.3
Tex.	6,409	364,794	56.92	+1	(¹⁹)	+6.7	+19.1
Utah	211	14,835	70.31	0	+5	-5.4	-2.1
Vt.	138	8,137	58.96	0	+1.0	+1.5	+11.6
V. I.	20	528	(²⁰)	(²¹)	(²²)	(²³)	(²⁴)
Va.	1,225	56,132	45.82	+3	+7	+1.1	+9.6
Wash.	752	75,250	100.07	+3	-1.0	-2.0	+4.1
W. Va.	1,061	42,168	39.74	0	+10.1	-3.0	-3
Wis.	1,018	81,731	80.29	-3	-5.8	-2.0	+3.0
Wyo.	68	5,388	79.24	(²⁵)	(²⁶)	(²⁷)	(²⁸)

¹ For definition of terms see the *Bulletin*, October 1957, p. 18. All data subject to revision.

² Data include recipients of payments made without Federal participation and payments to these recipients as follows: California, \$35,025 to 308 recipients; Missouri, \$46,257 to 708 recipients; and Pennsylvania, \$668,657 to 10,899 recipients.

³ Increase of less than 0.05 percent. Based on totals excluding data for Illinois.

⁴ Based on totals excluding data for Illinois. See footnote 7.

⁵ Average payment not computed on base of less than 50 recipients; percentage change, on less than 100 recipients.

⁶ Increase of less than 0.05 percent.

⁷ Data overstated because of administrative change in the processing of payments.

⁸ Decrease of less than 0.05 percent.

Table 12.—Aid to dependent children: Recipients and payments to recipients, by State, April 1959¹

[Includes vendor payments for medical care and cases receiving only such payments]

State	Number of families	Number of recipients		Payments to recipients			Percentage change from—			
		Total ²	Children	Total amount	Average per—		March 1959 in—		April 1958 in—	
					Family	Recipient	Number of recipients	Amount	Number of recipients	Amount
Total.....	781,141	2,940,205	2,253,310	\$84,499,189	\$108.17	\$28.74	³ +0.5	³ +0.1	³ +9.1	³ +14.2
Alabama.....	22,871	90,968	70,864	639,906	27.98	7.03	-.3	-.3	+8	-15.7
Alaska.....	1,193	4,133	3,073	118,964	99.72	28.78	-.4	-.3	-4.4	-4.5
Arizona.....	6,408	25,252	19,401	708,423	110.55	28.05	+5	+3	+11.1	+19.8
Arkansas.....	8,313	31,729	24,828	499,198	60.05	15.73	+3	+3	-1.8	+3.2
California.....	72,056	254,530	198,167	11,777,073	163.44	46.27	+6	+1.2	+15.0	+17.1
Colorado.....	7,119	27,416	21,375	891,895	125.28	32.53	-.5	(⁴)	+6.3	+8.4
Connecticut.....	7,247	23,776	17,652	1,149,504	158.62	48.35	+2.0	+2.4	+18.4	+26.4
Delaware.....	1,768	6,554	5,025	154,883	87.60	23.63	-.7	-.6	+6.5	+6.4
District of Columbia.....	3,782	16,656	13,106	471,704	124.72	28.32	-.9	-16.1	+27.6	+26.2
Florida.....	27,353	100,442	77,822	1,626,471	59.46	16.19	+9	+9	+13.6	+13.2
Georgia.....	16,384	61,502	47,306	1,464,975	89.41	23.82	+4	+4	+5.4	+13.0
Hawaii.....	2,635	10,229	8,112	351,785	133.50	34.39	-.4	-1.0	-5.0	+10.4
Idaho.....	1,983	7,311	5,383	295,401	148.97	40.41	-1.2	-1.0	+6.6	+11.9
Illinois ⁵	34,000	138,084	105,724	5,678,521	167.02	41.12	(⁶)	-.2	+12.4	+11.6
Indiana.....	11,448	41,515	31,213	1,159,764	101.31	27.94	+1.4	+2.9	+10.5	+13.6
Iowa.....	8,690	32,054	24,036	1,159,912	133.48	36.19	+1.4	+2.9	+10.5	+13.6
Kansas.....	5,936	22,215	17,354	798,621	134.54	35.95	+2	+1.3	+10.9	+18.0
Kentucky.....	20,986	75,853	57,088	1,524,003	72.62	20.09	+9	+9	+3.7	+6.1
Louisiana.....	24,294	98,678	76,387	2,171,328	89.38	22.00	-1.3	-1.9	+4	+5.3
Maine.....	5,612	19,641	14,426	537,310	95.74	27.36	+1.1	+9	+8.5	+11.4
Maryland.....	8,453	34,990	27,375	986,433	115.99	28.02	+1.5	+2.0	+15.3	+30.4
Massachusetts.....	14,426	48,592	36,390	2,230,497	154.62	45.90	+5	-.6	+6.5	+5.4
Michigan.....	27,440	96,886	70,846	3,699,551	134.83	38.19	+1.1	+1.2	+16.8	+20.4
Minnesota.....	9,572	32,784	25,456	1,443,690	150.82	44.04	+3	-1.0	+9.0	+20.1
Mississippi.....	18,255	70,734	55,068	747,263	40.93	10.56	+2.4	+2.6	+14.6	-3.4
Missouri.....	26,026	98,083	74,123	2,348,736	90.25	23.95	+7	+1.0	+9.3	+10.2
Montana.....	1,900	6,925	5,384	230,260	121.19	33.25	+1.2	+1.6	-10.4	-9.4
Nebraska.....	2,895	10,735	8,139	301,241	104.06	28.06	+1	-1	-3.9	-.5
Nevada.....	1,025	3,363	2,586	90,874	88.66	27.02	+2.5	+1.6	+18.8	+17.1
New Hampshire.....	1,127	4,253	3,196	175,290	155.54	41.22	+1.7	+1.8	+9.7	+19.3
New Jersey.....	10,716	35,906	27,293	1,657,319	154.66	46.16	+1.9	+4.7	+23.6	+33.8
New Mexico.....	7,220	27,448	20,980	852,890	118.13	31.07	+3	-.2	+7.1	+27.1
New York.....	67,602	261,757	196,597	11,063,051	163.65	42.26	-.5	-1.7	+6.1	+12.7
North Carolina.....	26,819	106,492	82,156	2,017,472	75.23	18.94	+1.2	+3	+9.7	+14.0
North Dakota.....	1,756	6,531	5,047	252,624	143.86	38.68	+4	-2.3	+2.9	+8.6
Ohio.....	24,149	94,136	72,085	2,708,217	112.15	28.77	+1.3	+1.2	+16.4	+36.1
Oklahoma.....	17,315	59,987	45,526	1,897,572	109.59	31.63	+6	-1	+4.9	+13.1
Oregon.....	6,382	22,628	17,123	888,660	139.24	39.27	+2.1	+6	+22.7	+23.8
Pennsylvania.....	45,580	179,255	136,267	5,457,941	119.72	30.45	+2	-1.1	+19.0	+21.2
Puerto Rico.....	30,477	184,499	147,296	756,803	14.99	4.10	+1.6	+1.3	+6.5	+16.9
Rhode Island.....	4,556	16,423	12,298	583,320	128.03	35.52	-.4	+3	+2.0	+6.0
South Carolina.....	9,765	38,898	30,586	545,384	55.85	14.02	(⁶)	-.2	+5.0	+4.4
South Dakota.....	3,176	10,800	8,169	309,400	97.42	28.65	-.3	-.3	+3.8	+7.7
Tennessee.....	21,817	80,550	60,702	1,538,623	70.52	19.10	+9	+9	+10.3	+12.5
Texas.....	25,456	105,544	80,447	1,805,453	70.92	17.11	(⁶)	-1	-2.5	-3.8
Utah.....	3,545	12,589	9,388	461,915	130.30	36.69	+4	(⁶)	+11.5	+14.2
Vermont.....	1,262	4,478	3,357	136,885	108.47	30.57	+3.0	+3.5	+15.6	+33.3
Virgin Islands.....	210	761	635	9,174	43.69	12.06	-1.3	+3	-9.0	+18.3
Virginia.....	9,367	37,622	29,526	765,103	81.68	20.34	-1.3	+3.2	+2.4	+12.2
Washington.....	12,262	42,717	31,902	1,947,492	158.82	45.59	-.6	-.7	+7.5	+12.8
West Virginia.....	20,536	79,073	61,521	1,794,573	87.39	22.70	+7	+1.7	+9.3	+5.1
Wisconsin.....	9,201	33,476	25,412	1,516,712	164.84	45.31	+8	-.2	+12.3	+16.6
Wyoming.....	766	2,752	2,092	104,830	136.85	38.09	-.2	+5	+6.8	+11.8

¹ For definition of terms see the *Bulletin*, October 1957, p. 18. All data subject to revision.² Includes as recipients the children and 1 parent or other adult relative in families in which the requirements of at least 1 such adult were considered in determining the amount of assistance.³ Based on totals excluding data for Illinois. See footnote 5.⁴ Decrease of less than 0.05 percent.⁵ Data overstated because of administrative change in the processing of payments.⁶ Increase of less than 0.05 percent.

Table 13.—Aid to the permanently and totally disabled: Recipients and payments to recipients, by State, April 1959¹

[Includes vendor payments for medical care and cases receiving only such payments]

State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	March 1959 in—		April 1958 in—	
				Number	Amount	Number	Amount
Total.....	335,114	\$21,234,163	\$63.36	² +0.8	² +0.2	² +9.6	² +15.0
Ala.....	12,725	420,884	33.08	—2	(³)	+8	+3
Ark.....	7,003	254,745	36.38	—2	—6	+3.4	+11.6
Calif.....	5,781	507,289	87.75	+5.1	+5.2	+133.0	+161.3
Colo.....	5,590	367,405	65.73	+3	+1.4	+2.6	+11.7
Conn.....	2,154	282,171	131.00	+5	—6	+9.9	+14.8
Del.....	324	21,203	65.44	+3.2	+3.4	+5.6	+13.6
D. C.....	2,568	164,148	63.92	+7	—13.5	+5.6	+3
Fla.....	7,884	466,596	59.18	+3.1	+3.9	+25.8	+29.3
Ga.....	18,099	940,915	51.99	+1.7	+1.8	+21.1	+34.7
Hawaii.....	1,080	77,231	71.61	—1	—1	—3.5	+7.6
Idaho.....	983	68,810	70.00	—2	+7	+6.4	+14.1
Ill. ⁴	18,250	1,443,060	79.07	—4	+8	—1.6	+5.8
Kans.....	4,234	346,839	81.92	—4	+2.2	+11.8	+28.4
Ky.....	7,994	352,320	44.07	+2.2	—2	+2.1	+8.8
La.....	15,146	813,764	53.73	—1	—2	+2.1	+8.8
Maine.....	1,791	127,044	70.93	+4.0	+3.6	+36.4	+56.0
Md.....	5,355	340,599	63.60	—4	—2.1	+6.4	+14.1
Mass.....	10,098	1,179,727	116.83	+4	+1.3	+6.5	+4.6
Mich.....	4,102	350,392	85.42	+1.8	+2.0	+21.1	+24.1
Minn.....	2,160	131,791	61.01	+1.3	+1.2	+16.3	+17.9
Miss.....	8,131	239,429	29.45	+8.2	+8.1	+30.1	+29.7
Mo.....	15,396	892,099	57.94	+2	+3	+3.0	+6.1
Mont.....	1,487	105,229	70.77	+2	+1.1	+2.3	+5.3
Nebr.....	1,550	110,890	71.54	+2	+1.1	+10.3	+16.5
N. H.....	391	34,008	86.98	+1.8	+8	+18.8	+22.1
N. J.....	5,825	554,645	95.22	+1.1	+4	+15.6	+20.5
N. Mex.....	2,192	151,328	69.04	(³)	+3.3	+10.2	+34.4
N. Y.....	38,526	3,848,584	99.90	—4	—4	—8	+5.8
N. C.....	17,659	801,220	45.37	+1.1	—1.3	+10.9	+18.6
N. Dak.....	1,051	95,773	91.13	—4	—1	+1.8	+6.3
Ohio.....	10,322	701,567	67.97	—7	—4.9	+11.3	+13.2
Okl.....	8,884	759,291	85.47	—2	—5	+8.9	+21.7
Oreg.....	5,177	437,093	84.43	+2	—6.1	+23.0	+18.2
Pa.....	15,710	926,200	58.96	+1.4	+1.4	+4.8	+3.0
P. R.....	21,206	187,375	8.84	+2	+1	+1.7	+2.5
R. I.....	2,616	211,788	80.96	—1	+1	+14.5	+21.4
S. C.....	7,911	275,471	34.82	+2	+1	+2.2	+2.3
S. Dak.....	1,083	65,915	60.86	+7	+1.4	+11.1	+29.2
Tenn.....	7,467	356,292	47.72	+2.1	+8.1	+42.0	+62.3
Tex.....	4,777	251,321	52.61	+3.3	+3.3	+122.2	+148.2
Utah.....	2,155	155,068	71.96	+2.1	+1.8	+12.5	+20.4
Vt.....	800	47,851	59.81	+1.5	+2.3	+17.8	+32.6
V. I.....	102	2,594	25.43	—1.9	—2.2	+2.0	+28.0
Va.....	6,031	281,634	46.70	+4	+1	+8.6	+21.0
Wash.....	6,073	627,388	103.31	—4	+4	+5.4	+11.6
W. Va.....	7,430	265,396	35.72	—5	+2.2	—1.9	—9.4
Wis.....	1,309	151,243	115.54	+5	—11.5	+4.3	+3.4
Wyo.....	532	40,538	76.20	—9	—2	+3.3	+14.6

¹ For definition of terms see the *Bulletin*, October 1957, p. 18. All data subject to revision.

² Based on totals excluding data for Illinois. See footnote 4.

³ Decrease of less than 0.05 percent.

⁴ Data overstated because of administrative change in the processing of payments.

Table 14.—General assistance: Cases and payments to cases, by State, April 1959¹

[Excludes vendor payments for medical care and cases receiving only such payments]

State	Number of cases	Payments to cases		Percentage change from—			
		Total amount	Average	March 1959 in—		April 1958 in—	
				Number	Amount	Number	Amount
Total ²	449,000	\$30,767,000	\$68.47	—6.4	—7.3	—0.9	+11.1
Ala.....	116	1,472	12.69	+9	+1.9	—33.7	—35.6
Alaska.....	242	14,876	61.47	—8	—1.5	+16.3	+9.7
Ariz.....	3,045	131,273	43.11	—9.6	—3.5	—8.2	+6.9
Ark.....	384	5,018	13.07	—7.0	+2.9	—12.1	—10.9
Calif.....	38,217	2,152,350	56.32	—6.4	—4.7	—17.3	—10.7
Colo.....	1,848	83,870	45.38	—19.4	—26.3	—22.5	—24.0
Conn.....	³ 5,449	³ 389,182	71.42	—5.1	—5.2	—12.0	—9.0
Del.....	2,000	134,500	67.25	—8.1	—7.1	—1.2	—1.3
D. C.....	1,458	91,368	62.67	—1.4	—14.5	+37.4	+26.6
Fla. ⁴	9,400	285,000	30.33	—	—	—	—
Ga.....	2,137	52,939	24.77	—7.1	—6.9	—20.6	—17.6
Hawaii.....	1,381	105,552	76.43	+2.1	+1.2	—3.4	+13.0
Ill.....	51,049	4,454,715	87.26	—2.3	—1.0	+25.0	+51.7
Ind. ⁵	25,141	864,415	34.38	—12.8	—17.7	—5.4	—14.9
Iowa.....	4,219	163,013	38.64	—9.1	—12.6	—6.7	—3.7
Kans.....	2,288	147,787	64.59	—10.6	—10.9	—5.1	+2.8
Ky.....	2,520	73,555	29.19	(⁶)	—3.8	—22.9	—41.7
La.....	9,597	462,097	48.15	—6	—1.0	—6.1	+2.2
Maine.....	3,573	155,603	43.55	—5.0	—10.6	+4.6	+3.9
Md.....	3,515	218,192	62.07	+2.7	+7	+26.2	+31.0
Mass.....	10,283	717,470	69.77	—1.9	—4.7	—3.0	—6.2
Mich.....	45,341	4,559,866	100.57	—6.6	—7.6	+2.2	+23.0
Minn.....	10,012	758,391	75.75	—4.7	—9.7	+13.7	+27.8
Miss.....	997	14,040	14.08	—7	—3.3	+8	+3.1
Mo.....	8,345	534,964	64.11	—3	—3	+16.1	+35.0
Mont.....	1,444	65,015	45.02	—27.5	—24.7	—22.2	—21.0
Nebr.....	1,378	61,678	44.76	—9.3	—18.0	—14.7	—10.1
Nev. ⁴	355	17,000	47.89	—	—	—	—
N. H.....	1,180	65,034	55.11	—9.4	—10.8	—26.7	—30.7
N. J. ⁵	12,723	1,299,964	102.17	—6.4	—6.4	+1.0	+11.9
N. Mex.....	578	23,881	41.32	—3.0	—2.0	—1.7	+16.4
N. Y.....	⁷ 42,579	⁷ 3,998,100	⁷ 93.90	—3.6	—6.2	+9.3	+18.1
N. C.....	2,279	53,818	23.61	—13.0	—9.8	—34.3	—31.4
N. Dak.....	621	33,081	53.27	—20.5	—29.7	+7.3	+9.2
Ohio.....	41,202	3,069,087	74.49	—8.9	—9.3	—12.8	+1.5
Okl.....	7,372	100,461	13.63	—9.4	—10.4	—8.6	—10.9
Oreg.....	6,001	301,820	50.29	—16.5	—38.7	—12.6	—35.1
Pa.....	37,892	2,687,462	70.92	—2.9	—4.8	+27.5	+31.3
P. R.....	1,390	10,036	7.22	—19.8	—17.4	—14.2	—6.2
R. I.....	3,891	270,031	69.40	—3	—9.5	—5.6	—7.7
S. C.....	1,335	30,663	22.97	—3.0	+9	—20.1	—15.4
S. Dak.....	557	19,126	34.34	—18.8	—21.6	—54.4	—56.1
Tenn.....	2,513	39,678	15.79	—17.2	—9.3	—10.3	—7.3
Tex. ⁴	9,100	229,000	25.17	—	—	—	—
Utah.....	2,189	153,292	70.03	—11.5	—16.7	—26.2	—15.5
Vt. ⁴	1,550	70,000	45.16	—	—	—	—
V. I.....	120	2,787	23.22	+8	+2	—5.5	+11.8
Va.....	2,290	95,524	41.71	—6.1	—1.1	—18.2	—3.2
Wash.....	14,770	1,046,456	70.85	—14.1	—15.0	—17.0	—12.8
W. Va.....	2,797	93,856	33.56	—2.8	—3.4	—4.7	—4.4
Wis.....	10,055	850,302	84.57	—6.6	—7.7	—10.1	—9.7
Wyo.....	629	41,600	66.14	—18.1	—17.5	+10.2	+28.8

¹ For definition of terms see the *Bulletin*, October 1957, p. 18. All data subject to revision.

² Partly estimated; does not represent sum of State figures because total excludes for Indiana and New Jersey an estimated number of cases receiving medical care, hospitalization, and burial only and payments for these services. Excludes Idaho; data not available. Percentage changes based on data for 52 States.

³ About 10 percent of this total is estimated.

⁴ Partly estimated.

⁵ Includes an unknown number of cases receiving medical care, hospitalization, and burial only, and total payments for these services.

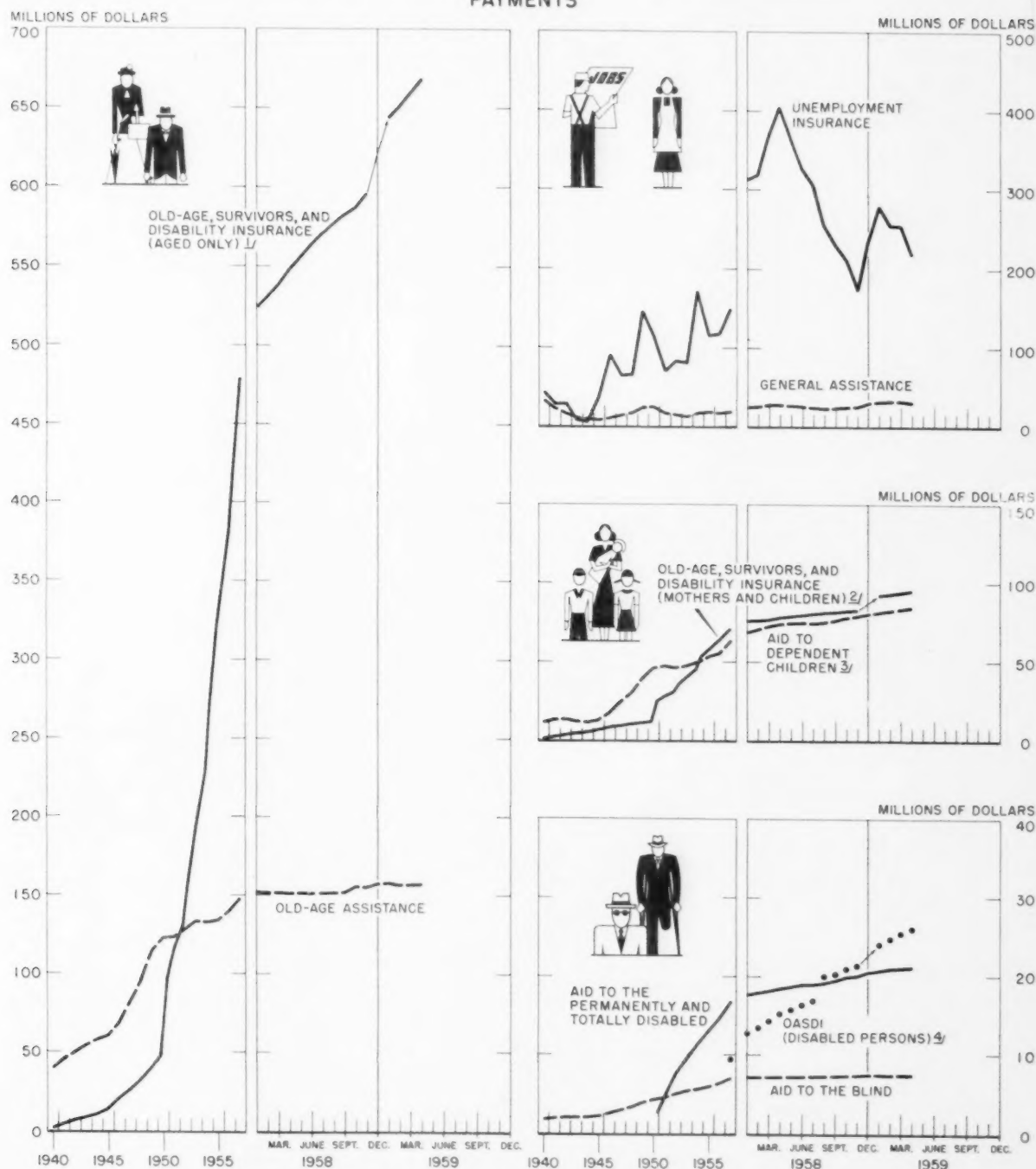
⁶ Decrease of less than 0.05 percent.

⁷ Includes cases receiving medical care only.

⁸ Estimated on basis of reports from sample of local jurisdictions.

Social Security Operations*

PAYMENTS



* Old-age, survivors, and disability insurance: benefits paid during month (current-payment status; data for December 1958 not available); annual data represent average monthly total. Public assistance: payments during month under all State programs; annual data represent average monthly total. Unemployment insurance: gross benefits paid during month under all State laws (and under Federal workers' program); annual data represent average monthly total.

¹ Receiving old-age, wife's or husband's, widow's or widower's,

NOTE: Data for payments and data for individuals receiving payments appear in alternate months.

or parent's benefit.

² Receiving mother's benefit, wife's benefit payable to young wives with child beneficiaries in their care, or child's benefit payable to children under age 18.

³ Children plus 1 adult per family when adults are included in assistance group; before October 1950 partly estimated.

⁴ Disabled workers aged 50-64 or disabled dependent children aged 18 or over of retired, disabled, or deceased workers.

UNITED STATES
GOVERNMENT PRINTING OFFICE
DIVISION OF PUBLIC DOCUMENTS
WASHINGTON 25, D. C.
OFFICIAL BUSINESS

PENALTY FOR PRIVATE USE TO AVOID
PAYMENT OF POSTAGE, \$300
(GPO)